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SCHOOL COUNSELOR ROLE BY
PROGRAM OBJECTIVES

BY



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A THESIS

SUBMITTED TO THE FACULTY OF GRADUATE STUDIES AND RESEARCH IN

PARTIAL FULFILLMENT OF THE REQUIREMENTS FOR THE DEGREE OF

MASTER OF EDUCATION

IN

COUNSELING PSYCHOLOGY

DEPARTMENT OF EDUCATIONAL PSYCHOLOGY

EDMONTON, ALBERTA

FALL, 1976

ABSTRACT

This thesis began with the premise that current criticism about the school counselor stems from inconsistent expectations and confusion about the purposes of guidance and counseling, and the role of the counselor. Lacking certainty about what to be accountable for, the counselor has been unable to meet demands for accountability. The purpose of the thesis was to develop a guidance and counseling program in which purposes and goals are directly related to pupil needs, and within which a consistent objectives-based counselor role can be described.

A review of guidance and counseling approaches and models, and of the development of counselor status in Edmonton Public Schools, provided a framework for describing the guidance and counseling program. The program represents a shift in emphasis from a direct, problem-centered, counseling service to a developmental, preventive program approach in which the counselor works largely in a consultive, resource assistance mode with teachers, parents and pupils. The program is intended to become part of the educational mainstream in the school rather than remain a supplemental service. It, therefore, emphasizes an educational approach to guidance and counseling.

The role of the counselor is to develop, implement, and evaluate the guidance and counseling program in the school. Program development involves consultation with the principal and teachers in assessing pupil needs, formulating and prioritizing program goals and objectives, and evaluating outcomes. Needs and goals are fixed points around which consistent and uniform expectations can be established; yet the counselor is afforded professional flexibility in the selection of guidance and

counseling functions (content, methods and techniques) to be used to meet established objectives. Routine evaluation of program outcomes, in terms of changes in pupil behavior, permits continuing modification and improvement of the program.

The program structure enables the counselor: to reduce role confusion; to establish accountability; to involve others (teachers and parents) as participants in the program; to have control of time; to manage guidance and counseling activities to meet pupil needs, rather than be managed by haphazard demands; and to make maximal use of personal strengths as a source of increased job satisfaction.

Acknowledgements

The writer wishes to express sincere appreciation to Dr. John Paterson for his assistance, encouragement, understanding and patience as supervisor of this thesis.

The interest and support of my committee members, Dr. Don Sawatzky and Dr. Jim Browne, is also greatly appreciated.

Appreciation is extended to the counselors of the Edmonton Public School Board whose diligent work provided the motivation for this thesis.

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CHAPTER I

INTRODUCTION

School counseling is in trouble. Counselors and school counseling programs are being subjected to relentless criticism from many different quarters. In an increasing number of schools, counselors are considered frills.... Parents, school boards, taxpayers and students are questioning the value of counseling and their criticisms seem to grow daily. (Pine, 1976)

The problems school counselors are facing today arise from lack of agreed upon and consistently held expectations about their duties and responsibilities. Expectations about what counselors do, about what they should do, and about the significance of their efforts vary greatly among counselors, counselor educators, school trustees, educational administrators, teachers, pupils, parents, health and social agencies, business and industrial groups, and other interest groups in the community. Considerable documentation exists to indicate the extent of the general ambiguity surrounding the counselor, of the criticism crystallizing around counselor efforts, and of the intensity of the difficulties counselors are facing (Barnette, 1970; Boyle, 1971; Carlson, 1973; Conklin, Altman & Hengel, 1971; Feltham, Gaetz & Nichols, 1972, 1974; Gallup, 1971; King, 1973; Massey, 1973; McKinnon, 1974; Mott, 1973; NASSP, 1975; Paterson, 1973; Pine, 1975, 1976; Tracy, 1972).

The main concern that seems to have emerged is that counselors have not substantiated that they are adequately meeting the guidance needs of pupils. The inference to be drawn is that unless counselors satisfactorily demonstrate their effectiveness and/or redirect their efforts towards meeting these needs, schools cannot afford to retain counselors (NASSP, 1975; Pine, 1975, 1976).

Purpose of the Present Thesis

The ultimate purpose of the present thesis was to develop a role description for the school counselor with sufficient clarity and precision that widespread agreement and consistency of expectations about counselor duties and responsibilities can be obtained.

A beginning premise for the thesis was that any statement of counselor tasks, duties and responsibilities must be developed in relation to pupil needs within the context of the school. Viewing the school as a whole, it was seen as necessary to delineate and distinguish school guidance and counseling functions from other functions in the educational enterprise. A secondary purpose of the present thesis, then, was to describe a program which conceptually pulled guidance and counseling functions together.

Rather than dealing with the universe of school-counselors-in-general, guidance and counseling and the role of counselors in the Edmonton Public School District, an urban school system in Alberta, Canada, were utilized as context in which to consider program development and job definition.

Need for the Thesis

Attempts over the last ten to fifteen years to define the counselor's role have been made primarily by counselors, from the frames of reference of counselors, expressed mainly in terms of what counselors can do for pupils and for the school (Shaw, 1973). While change has been evident over this period of time--levels of counselor knowledge and skills have increased, counselor approaches to clients have become more sophisticated (Zaccaria, 1969)--the essential problem-centered, service role of the

counselor has not changed. The counselor remains outside the educational program in the school providing service which is supplementary to that program (Aubrey, 1974). This service stance has generated much of the criticism of counselors and counseling programs. The focus of that criticism centers on the issue of accountability (Aubrey, 1974; Pine, 1975, 1976; Quinn, 1971; Shaw, 1973).

Accountability means, firstly, that counselors adequately evaluate the effectiveness of their efforts and, secondly, make known to others the results of that evaluation. Being accountable means being able to demonstrate that guidance and counseling activities produce worthwhile results, and it means utilizing evaluative data to maintain and improve worthwhile results (Quinn, 1971). The fact that counselors have not established adequate accountability seems clear. However, why they have not is much less clear and much more complex. Although there are many possible underlying reasons for this, on the surface it would appear that counselors basically do not know how either to routinely evaluate their effectiveness and/or to adequately communicate their results to others.

In discussing accountability in the light of professional literature on guidance and counseling, Shaw (1973) states: "most guidance texts are essentially descriptions of the functions that a guidance specialist is presumably expected to carry out. These functions are usually not related to any established set of goals or objectives" (p. 33). Shaw maintains that effectiveness of counselor efforts can only be assessed in terms of some kind of planned outcomes or objectives. Effectiveness he defines in terms of accomplishment, and goes on to say that "if desired accomplishments are not defined prior to determination

of roles and functions then by definition the guidance program cannot be effective" (p. 34).

Predetermined objectives or outcomes, in terms of pupil behaviors, are the key to accountability. Many of the current goals and purposes of guidance and counseling are so vague and general as to be operationally useless. Statements such as: to help the individual to maintain an optimal level of development; to facilitate self-awareness, self-understanding, and self-acceptance; to assist the individual to become more independent and self-directive and to facilitate self-actualization, say little about the behaviors pupils are intended to exhibit as a result of counselor efforts.

Providing service to pupils at point of need has tended to inhibit counselors from establishing public objectives more definitive than: 'to assist pupils to overcome problems', accompanied by descriptions of how service is rendered--through counseling interviews, testing, consultation with teachers and parents, and the like. Much of this activity is cloaked with confidentiality and is not public. Outsiders are left to speculate on what is taking place. It may be obvious that the counselor has a full schedule of counseling interviews, that pupils seek out the counselor on self-referral, and that the counselor is a skilled tester turning out protocols with speed and precision, but how effective all this is, is still left in doubt. The outsider can form impressions about how well the counselor performs and can expect that good performance may produce positive results whereas poor performance will not. Beyond that, assessing counselor performance says little about the impact of that performance on the behavior of pupils.

The initial tendency is for the outsider to expect that pupil behavior will change as a result of counselor effort. If change is not obvious, even if not quick and dramatic, and in the direction the viewer thinks is appropriate, skepticism about counselor effectiveness tends to rise.

Skepticism is heightened when the viewer compares the stated broad goals of guidance and counseling which purport to embrace all pupils and tend to cover everything which is clearly not classroom instruction and administration (Shaw, 1973, p. 60), with what the counselor actually does. The counselor obviously does not, and indeed cannot, accomplish vague, indefinite goals and purposes. The results of comparison are skeptical perceptions about counselor effectiveness and varied and ambiguous expectations about what the counselor can and should do in the school. The counselor is hard pressed to establish accountability and maintain credibility.

School counseling cannot respond to its critics and move forward on the basis of gratuitous statements regarding program outcomes and effectiveness. What can be gratuitously stated can be gratuitously denied. (Pine, 1976, p. 2)

Criticism of counselors is also receiving impetus from current emerging concerns about the purposes and effectiveness of education in general. The hardening belief that schools today are not adequately educating our youth to meet the needs and demands of society is evident in the much voiced call for a return to the basics in education. Recent decisions and actions taken by the administration and Board of Trustees of the Edmonton Public Schools reflect these concerns and, among other things, have resulted in reduction of counselor numbers, assignment of counselors to regular teaching duties, and an insistence on major

changes in the orientation and operation of counselor functions (EPSB, 1976; Nichols, 1975).

That guidance and counseling are targeted in this push for reform is related to the accountability issue and to other considerations. There is reaction to the intensive focus of recent years on the individual as the unit of society to the exclusion of larger social structures. Counseling exemplifies the individual emphasis. There is concern that the school, as perhaps the most stable social structure and 'holding ground' for children, has become overextended in an effort to provide all things for all pupils and consequently has so diffused its efforts as to diminish its effect on the primary task of educating children. Again guidance and counseling with a problem-centered focus exemplifies this diffusion and weakening (Ginzberg, 1971; NASSP, 1975; Ontario Draft Report #19, 1971; Shaw, 1973).

Although avowing goals that are compatible with those of education in general, guidance and counseling as a service is considered supplemental to the educational program (EPSB, 1967). Where contribution to the basic education of pupils is not well defined nor clearly evident, guidance and counseling tends to be relegated to the status of 'frills', vulnerable to elimination (Pine, 1976).

On the theme of purpose of education and of guidance and counseling, the National Association of Secondary School Principals makes a significant statement which also has applicability to elementary schools:

These new responsibilities (of the school) most often arose from the emotional or psychological needs of youth. They reflect the social and emotional circumstances of the larger society, particularly the weakening of family influence and the impact of psychological stress in modern life. As increased numbers of students with serious problems appeared at the school doorstep, remedial and supplementary

programs grew to accommodate the situation. The secondary school found itself diverting resources toward the rehabilitation of students and away from the instruction of students.

By attempting to revive as well as counsel and teach, the schools now are finding their resources insufficient to total demand.... Secondary schools increasingly are expected to rehabilitate adolescents with severe problems..., to lower juvenile crime, to repair family disintegration, to reconstruct alienated adolescents, or to find jobs for the marginally employable....

A close look at this proliferation of responsibilities, and careful thought about the capabilities of the secondary school to serve realistically every youth under any and all circumstances, must be among the central priorities ... (in determining) objectives. While ... it (is) imperative that restorative services be available to youth as needed, the role of the school in the more serious cases is to guide students to the appropriate rehabilitative source in the community rather than to provide this service within the school setting....

The expectation that schools would provide a major program of therapeutic and rehabilitative services for youth grew casually and without careful thought, and ... serious questions must be raised about the impact of such an effort upon the safety and welfare of the student body generally. (NASSP, 1975 p. 9-10)

Nonetheless, NASSP recognizes value in guidance and urges that "greater priority ... be given to the early detection and prevention of problems rather than to the expensive and often ineffectual processes of correction after problems grow" (p. 46). The need for primary focus on educational guidance is also stressed (p. 45). Finally, NASSP emphasizes the need to "modify the counseling role to be that of resource specialist rather than a generalist for students" (p. 47).

Need for the present study arose from the criticisms reviewed above. The thesis was written in attempt to meet the need for a guidance and counseling program with objectives and evaluation built-in, which is more closely integrated with mainstream education, and which provides an operational framework for the role of counselor. It also was an attempt to describe the job of counselor including planning, objectives setting and evaluating as basic counselor responsibilities and tasks.

Overview of the Present Thesis

In this first chapter, the purpose and need for writing a thesis on the role of the school counselor were stated. The current orientation and status of counselors require modification carried out in the direction of definite goals. Counselors need to establish accountability in order to effectively counter mounting criticism. They must accomplish the difficult feat of adopting a more systematic, organized task orientation to the job while preserving the human relations process approach that is the essence of guidance and counseling.

Chapter II consists of a review of some literature pertinent to guidance and counseling program development and role modification. Several guidance and counseling approaches and program models are examined in order to identify relevant dimensions and elements with which to synthesize a program.

In Chapter III the development of counselor status in Edmonton Public Schools is reviewed. Factors and forces which influenced the shape of the counselor role are identified as dynamics to be taken into account in the process of program development. The dimensions and characteristics of an operational school guidance and counseling program are described.

Selected counselor goals and functions are synthesized in Chapter IV into a description of counselor duties, tasks and responsibilities consistent with pupil needs and program dimensions.

The thesis is summarized in Chapter V and implications drawn from it are discussed.

CHAPTER II

REVIEW OF SOME PERTINENT LITERATURE

One of the difficulties in formulating a guidance and counseling program lies in structuring a framework which will conceptually encompass such a broad and diverse field. Typically, writers have attempted to describe guidance and counseling in terms of some major approach or emphasis. In this chapter a number of such descriptions are reviewed. They serve to indicate the breadth and diversity of the field. However, none of the descriptions is all-encompassing. What is needed is some framework with dimensions which cut through different guidance and counseling functions and activities along lines of commonality. Two models, with different perspectives, which provide such dimensions and encapsulate the field of guidance and counseling are examined in some detail with a view to their utilization in program development. A third model of counselor functioning is reviewed briefly for its applicability to the role description of the counselor.

Finally, some of the steps and procedures involved in program development are considered.

Approaches to Guidance and Counseling

Over a span of years numerous approaches to guidance and counseling have appeared in public education. Each approach has emphasized certain assumptions about pupils and has stressed different dimensions of guidance and counseling thought and practice. Zaccaria (1969) describes seven major approaches to guidance; and more recent attention to psycho-

logical education, parent education, career education, and to consultation approaches has generated additional thrusts.

Educative approach (Zaccaria, 1969, chap.2. pp. 12-26) The educative approach to guidance is predicated on the teacher-pupil relationship in the classroom. Guidance is seen as one facet of the total education of the whole child. As a consequence, the teacher is the primary practitioner of guidance utilizing the curriculum as the medium for delivery. The general goals of education are the goals of guidance as well as for every other subject and program. Concern with positive growth and development of the child as an individual and as a productive member of society (Alberta Department of Education, 1975) stated as goals of education and as objectives of courses of study, constitute the focus for guidance.

This approach stresses several aspects: 1) guidance is for all pupils and can be provided in the classroom through the regular curriculum; 2) the teacher routinely employs psychological approaches in the classroom in relating to individual pupils, in influencing classroom climate and group dynamics, in motivating pupils to learn--all of which sustain and facilitate the affective development of pupils; 3) the major guidance function is supplying educational and occupational information to pupils along with relatively informal advice about future plans and about problems of adjustment to school.

Organizational configurations of the educative approach to guidance include: 1) all classroom teachers as guidance workers, 2) teachers with homeroom periods specified for guidance purposes, 3) guidance efforts of teachers supplemented by an auxiliary guidance specialist, 4) teacher-counselors assigned non-instructional time in which to carry out such

things as orientation, maintenance of pupil records, registration and parent conferences in addition to classroom guidance.

The educative approach is, in the main, an undifferentiated, general education approach in which guidance permeates the curriculum. Emphasis is on the unification of learning experiences for pupils. Critics of the approach stress the need for levels of competency in providing guidance. In actual operation teachers typically do not have sufficient expertise in guidance and counseling to adequately meet needs of pupils faced with the complexities of growing up in contemporary society. One result is that guidance in the classroom tends to be incidental and accidental.

Up-dated versions of the educative approach have appeared in several situations. One example is the teacher-counselor or teacher-consultant approach in which teachers are granted non-instructional time to meet with students on matters other than classwork. Working in a person-to-person rather than teacher-to-student relationship, teachers and students obtain back-up support and assistance from the school counselor (Bahr & Wolfe, 1972; Simons & Davies, 1973). Deliberate psychological education (Mosher & Sprinthall, 1971) in which students are taught the fundamentals of counseling processes for use in peer counseling, and the psychology of child development for use in working with pupils in primary grades, is another example of the educative approach to guidance.

Educational-vocational approach (Zaccaria, 1969, chap.3, pp. 27-40)
This is traditional vocational guidance which emphasizes educational and vocational planning and decision making. Long based on trait and factor theory of vocational choice, guidance practice in this approach is intended to assist the student to choose, prepare for, and enter an occupation. Extensive use of ability, aptitude, interest and other stan-

standardized psychological tests are characteristic of the approach. So, too, are provision of educational and occupational information, and counseling with respect to planning and decision making.

Contemporary approaches, represented by the works of Holland (1966, 1973) and Super (1957, 1969, 1970), have produced many sophisticated theories, practises and techniques resulting in: 1) a comprehensive view of the individual in interaction with his environment, developing a life style rather than simply choosing an occupation; and 2) the concept of career development as a life-long process from early childhood through old age rather than a single-event choice of a life-time occupation.

A recent development is career education (Hoyt, 1975; Marland, 1974; Rapp & Barber, 1975) which is taking on characteristics of a major educational reform movement in the United States. Its major goal is to restore and revitalize the value of work, both paid and unpaid, in the lives of students while in school and upon leaving school. Career guidance, affective education, counseling, and placement constitute a major component of career education programs. The emphasis in guidance and counseling is upon career development with structured program activities integrated with existing curricula from Kindergarten through Grade 12 and beyond into postsecondary and continuing education (Gysbers, 1972; McKinnon, 1974). Operationally, both classroom teachers and specialist counselors carry out career education-guidance activities.

Critics of the vocational guidance approach point to its singular focus on educational and vocational decision making, and cite the additional need of students for assistance with personal, emotional and social development. Such criticism is less valid in the career educa-

tion approach which assumes that career development rests on positive cognitive and affective development fostered by preventive and developmental guidance learning experiences beginning at an early age (Hoyt, 1975).

Counseling approach (Zaccaria, 1969, chap. 4, pp. 41-60) The rationale for the counseling approach emphasizes the need for specialized expertise in conducting the counseling process. The approach purports to provide counseling service for all pupils, however, operationally the focus tends to be on that proportion of pupils whose problems are manifest and for whom early identification and counseling is effective. While the approach utilizes theory and technique from clinical psychologies, the intent is not to deal with deeply disturbed pupils requiring intensive psychotherapy. The primary emphasis is, nonetheless, remedial and therapeutic rather than educative and developmental.

In this approach, the process of counseling is central to the overall guidance strategy. Traditional guidance activities, such as orientation, study skills, dissemination of educational and vocational information, and similar activities involving general pupil populations, tend to fall to school administrators and teachers for implementation, while counselors work with individuals and small groups in interviews and related procedures. In the main, the counseling approach stresses client-centered counseling in which goals rest on "a fundamental belief in the desire of the individual to become psychologically better integrated and self-actualized" (Zaccaria, 1969, p. 44). Such counseling is based on unconditional "acceptance of the counselee as a person, ...permissiveness, ...sensitive listening, (and)...empathic understanding" (p. 44).

As a specialist in the school, the counselor does not have formal access to pupils as does the teacher operating on a timetabled schedule of classes. That fact, and the less obvious nature of the counseling process require that the counselor spend time and effort to make known his or her expertise and availability to pupils and teachers. The counselor must have credibility and acceptance in the school in order to receive referrals, including self-referrals, for counseling. The counselor strives to provide counseling assistance at point of need and thereby establishes a reactive, service stance in the school. The nature of his or her specialization; the typical emphasis on one-to-one, client-centered counseling; and the reactive service stance all work to separate and distance the counselor from the educational program in the school.

Problem-centered/adjustment approach (Zaccaria, 1969, chap. 5, pp. 61-78) This approach differs from the counseling approach primarily in that it does not purport to deal with all pupils but only those with problems. Claiming the mental health movement and life adjustment education as antecedents, the approach is focused on assisting pupils with problems and/or who are in need of life adjustment assistance. Major underlying assumptions of the approach are: 1) "most students are able to function within the normal or adjusted range of tolerable behavior in the society without any long-term continuing intervention by guidance personnel"; 2) "only a minority of the student body needs guidance and those individuals who do require some assistance need help only in times of crisis or stress"; 3) "most referred problems will be solved if they are properly diagnosed and if appropriate procedures are adopted on the basis of professional recommendations" (Zaccaria, 1969, p. 67).

The counselor, as guidance professional in this approach, employs observation, testing and other diagnostic techniques, and counseling to remediate such problems as the dropout, the culturally deprived, the handicapped, the gifted, the socially maladjusted, and the emotionally distressed. The counselor works as a therapeutic (problem-centered) or socialization (adjustment) agent in the school.

Major criticisms of this approach relate to its lack of focus on prevention and positive growth: and, because of limited resources (time and personnel), to its minimal effectiveness in reaching and solving the majority of pupil problems existing in the school.

Services approach (Zaccaria, 1969, chap.6, pp. 79-101) Maintaining the whole pupil as the focus for service, it became increasingly evident that the generalist practitioner alone could not provide the necessary expertise required to adequately cover the increased range and complexity of the guidance field. Based on functional specialization of guidance and counseling personnel, two dimensions can be identified in the services approach.

One dimension, the guidance services approach, breaks the guidance field into specific service functions, allowing guidance personnel to deal with manageable areas yet in totality to offer a range of services to the individual in which to meet his unique needs. Typical services include: information, appraisal, counseling, orientation, research, and evaluation. This enables differentiation among staff, including para-professionals, and a more coherent basis for organization of guidance functions.

The other dimension, pupil personnel services, incorporates guidance services and goes beyond to include pupil accounting and attendance

services, special psychological services, health services, and special individual and group educational services. Involved in these is the specialized expertise of such professionals as: the school psychologist, school social worker, speech therapist, remedial learning specialist, public health nurse and physician. Typically, such personnel serve the school district or a number of schools within the district rather than a single school, and work in close relation to school counselors.

Need for clear and careful organization of guidance functions and personnel is recognized in the services approach. Teamwork, planning, coordination and articulation are essential to effective delivery of services. Lack of these elements is a major source of criticism of the approach. Critics cite the extremely fragmented view of the pupil that tends to result from extensive specialization. Professional jealousies among specialists and lack of coordination tend to produce gaps and duplication in the services rendered.

Developmental approach (Zaccaria, 1969, chap. 7, pp. 102-114)

Developmental guidance represents a shift from crisis guidance and counseling "toward a preventive and positive approach for helping students" (p. 102). The overall purpose is to assist the individual to achieve maximum development in all aspects of his life. The objective is to minimize the necessity for corrective and curative measures. Realistically, the approach attempts to balance preventive and remedial activities.

Developmental guidance is long-term, continuous effort extending from kindergarten through senior high school, and is cumulative: succeeding activities build on developmental stages already achieved. In this sense, the counselor is an educational generalist with special-

ized expertise in developmental psychology, and guidance and counseling. He or she "focuses upon the total development of the student by an integrative role, acting in conjunction with faculty and other specialists, who in turn focus upon more limited aspects of development" (p. 105). Teaching and guidance are two aspects of the total educational enterprise in which the counselor performs a coordinative rather than specialized role.

Activities involved in developmental guidance emphasizes "the understanding the individual has of himself and his environment and of the relationship between self and environment" (p. 103). Academic achievement and progress, personal-social relations, and educational-vocational outlooks are three typical areas of focus in developmental guidance.

Because of the number of people involved in the developmental approach--counselors, teachers, other specialists, parents--the importance of adequate planning, functional policies, and adequate communication rises dramatically. The collaboration of counselor and teacher in a joint approach to pupils' development is a key feature of this approach (unlike the auxiliary role of the counselor to teacher in the educative approach).

One main criticism of the developmental approach is that there is not an adequate theory of developmental guidance. There are general descriptions of means and intents, for example, self-understanding, but these are not adequate descriptions of expected outcomes (Shaw, 1973, p. 79). Developmental guidance is seen as a point of view rather than a programmatic approach, and is thus difficult to fit into a more or less rigorous model of guidance and counseling.

Integrative approach (Zaccaria, 1969, chap. 8, pp. 115-130) "A major concern of the integrative approach is that the over-specialization and over-segmentation of interest and function has resulted in a widening distance among faculty members, subsequently followed by progressive disintegration of interfaculty relationships" (p. 116). The integrative approach to guidance takes an holistic view of the student and his learning experiences. It focuses not only on the student but also on the organization of the educational enterprise with a view to diffusing and disseminating responsibility (as opposed to the sharp delineation of job functions and duties) and to "interfusing ideas and efforts of all individuals concerned with the educational program" (p. 117). What is envisioned is a fluid organization operating not along formal organization-chart lines for performance of tasks, but rather grouping and re-grouping on the basis of common objectives and pooled expertise. In this context, guidance is "(a) a process, (b) constantly evolving, (c) flexible, (d) sharing some common objectives with other faculty members, and (e) diverging in some ways from other faculty's interests and concerns" (p. 117).

Underlying an integrative approach are the conditions of reciprocal activity, responsible participation, shared concern, mutual respect, communication, and cooperation. Out of these grows a sense of "we-ness" in working toward common goals. That the majority of other staff members accept the guidance program is assumed, and that staff members are willing to commit themselves to active participation in it is also expected. In addition, it is assumed that students and parents share this willingness to contribute to and be involved in the program as activators as well as guidance recipients.

The approach combines elements of the educative and developmental guidance approaches and adds many features from the general area of organizational development. The role of the counselor becomes more that of a consultant and resource agent than a counselor with specialist tools providing direct service to students.

The greatest weakness of the integrative approach lies in its dependence upon active and continuing participation by a large number of people--faculty, students, parents--working both as contributors and recipients in an organizational structure. Such participation is difficult to generate and sustain, and may call for an inordinate emphasis upon the counselor to keep up momentum in the system.

Consultive Approaches to Guidance and Counseling

In response to many of the pressures and criticisms confronting counselors, the consultive role has emerged as a strong contemporary approach in guidance and counseling. The need to extend counselor expertise to larger numbers of pupils, to focus more on prevention, to be more visible in the school, to work more collaboratively with teachers, to "give away" expertise to others who in turn can work with pupils, and to provide an outreach to parents to bridge the distance between home and school have all in some way given impetus to the indirect, consultive mode of counselor functioning (Dinkmeyer & Carlson, 1973; Gelatt, 1971; Nichols, 1971).

Pine (1976) identifies three models of consultation: the purchase model, the doctor-patient model, and the process model (p.3). The buyer in the purchase model (for example, the school principal) purchases the expertise or information of a consultant to meet an already identi-

fied need of the buyer. The success of the consultation depends upon whether the buyer 1) has accurately assessed his need; 2) has accurately assessed the expertise and ability of the consultant; and 3) accurately communicated his need to the consultant. Implementation of the consultant's recommendations can also be affected by the fact and manner of the consultant's information gathering, and by the nature of the changes recommended.

In the doctor-patient model, the consultant is called in to diagnose problems and prescribe remediation. The patient, usually some subsystem in the organization, remains relatively passive while being examined. A weakness in this model frequently shows up when the subsystem resists providing information necessary for an accurate diagnosis. Also, the total organization may fail to understand and/or be unable to implement the remedial recommendations made by the consultant.

The third model, process consultation, is more akin to guidance and counseling. It derives from systems theory, change theory and organizational development (Blocher, Dustin & Dugan, 1971; Cornish & McIntosh, 1974; Dinkmeyer & Carlson, 1973; Pine, 1975, 1976; Schmuck & Miles, 1971; Schmuck, Runkel & Langmeyer, 1971; Shaw, 1973). In process consultation, consultant and consultee (individual, group, subsystem, organization) jointly assess the problem and develop remedies. Focus is upon the psychological-sociological processes operating within the consultee. "By actively involving the consultee throughout the problem solving process, process consultation attempts to reduce consultee resistance and increase terminal ability of the consultee to deal with future difficulties" (Pine 1976, p. 4)

The process consultant needs to be an expert in teaching problem solving and human relationship skills, and in involving people in self-assessment. Extensive expertise in solving the specific and unique problem of the consultee is not needed. Resources for assessing and remedying the problem are assumed to lie within, or are available to, the consultee, and can be utilized effectively with assistance from the consultant.

It is this process model that is increasingly being adopted by counselors to develop new approaches in guidance and counseling. Blocher (1971, 1974), Blocher and Rapoza (1972), and West (1973) suggest a systematic, ecological consultation model which can be applied to human systems to bring about positive changes. The counselor, functioning in a consultive, resource capacity, intervenes in already-functioning human systems "to help create and to maintain a network of learning environments in family, school, and community that will nurture the optimal development of every student" (Pine, 1976, p. 4). The counselor functions as an applied social scientist employing an approach that is "eclectic in that it utilizes several different sources of gain based upon relationship, cognitive, behavioral, and social psychological theories" (Blocher & Rapoza, 1972, p. 107).

Blocher's consultation model is systematic in that it sets out a specific sequence of activities to follow in intervening in any client system or subsystem (school, class, family or individual) (Blocher, 1974; Blocher & Rapoza, 1972; Pine, 1976; Tuma, 1974).

1. The counselor must clearly understand his or her own professional identity and define his or her professional goals. These need to be clarified in terms of institutional needs and perceptions and

those of the potential client population. In short, before the counselor intervenes, he or she must understand self and systems within which he or she operates.

2. Having identified his or her professional goals, and scanned the organization for relevant opportunities in which to advance those goals, "the counselor can identify potential client systems, selecting an intervention target on the basis of feasibility of success and payoff of success" (Tuma, 1974, p. 378).

3. The counselor then begins intervention by listening to the human system and helping it to listen to itself. This involves building communication and relationship networks in and around the system as a basis for identifying client goals to be advanced.

4. The counselor assists the system to identify and clarify specific behavioral goals, negotiates mutual agreement upon these, and obtains a public commitment to these goals.

5. The counselor assists the client system to learn and to change toward the agreed upon goals by presenting clear, general concepts and models of the new behavior. The new behaviors are shaped and integrated into the behavioral repertoire of the client system through simulation and tryout in safe settings, involving error correction and discrimination training.

6. The process of help-giving is complete only when the client system has successfully utilized the new behaviors in real situations and has obtained rewards for doing so. Evaluation of the intervention process and of the outcomes in terms of the counselor's initially determined, professional goals is also involved. Success ratios for specific interventions with specific client populations and problems

provide feedback to the counselor for use in improving his or her consultative performances and goal setting.

By extending the focus of guidance and counseling, and by adopting more indirect, generalist approaches, counselors may increasingly engage in process consultation within the classroom, in teaching courses on teacher and parent effectiveness, in operating groups on academic improvement and interpersonal relationship skills, in consulting with administrators on organizational and staff development, as well as carrying out individual and group counseling. By utilizing process consultation models, such as Blocher's, in conjunction with guidance and counseling systems and program models, such as those to be described below (Merrill, Oetting & Hurst, 1974; Shaw, 1973), the school counselor will be encouraged to function as a human relations consultant/trainer, as a psychological educator, as an institutional change agent, as a pupil advocate in the school, and as a facilitative manager of human resources--as well as counselor (Pine, 1976).

Frameworks for Conceptualizing Guidance and Counseling

Aubrey (1974) distinguishes between guidance and counseling as a service, or set of services, and as a program. While the distinction is one of perspective on how guidance and counseling should be organized and practiced, these perspectives--service and program--result in different organizational and practice approaches. "Guidance and counseling services are discrete functions or skills performed by guidance personnel and available to students by need or on demand" (p. 6).

Skills refer to the counselor's individual competencies, expertise, or repertoire of knowledge, training and experience in guidance and coun-

selling. These are used by the counselor to carry out functions, activities, or operations. Together, skills and functions constitute the content and methods of guidance and counseling and include such things as counseling, consulting, testing, orientation, placement, behavior management, and vocational guidance.

The approaches described in the preceding sections are essentially descriptions of guidance and counseling services. The emphasis in any one approach may be dictated by the skills, orientation or specialization of the counselor (which can be extensive in one area, such as vocational guidance, or narrowly based on technique or theory, such as behavior modification or reality therapy). An approach emphasis may also be dictated by the range of functions stressed, such as in problem-centered/adjustment counseling, or in the guidance services approach.

In the program concept, guidance and counseling functions and skills are organized according to short-range and long-range goals, rather than as "randomly dispensible commodities and services" (Aubrey, 1974, p. 7). Careful planning is required to structure and sequence program content. A sound rationale, expressed in terms of psychological and educational principles, is required to support the integration of guidance and counseling within the structure and organization of the overall educational program of the school. The guidance and counseling program can take the form of "subject-matter and content organized and arranged in formal scope and sequence" (p. 8) structured into learning packages, units of study, or full-blown courses; or can consist of "an organized constellation of skills and functions requiring a series of

time segments and student accessibility for implementation" (p.7); or can be comprised of a combination of both forms.

The primary distinction between program and service is the dimension of time and the resulting stance of the counselor. In the service orientation, time is static; the focus is on the present, the here and now. The service is intended to be supplemental and supportive, and exists solely in relation to the institutional structure which seeks to attain instructional goals unrelated to guidance and counseling goals. The guidance and counseling service lacks formal access to the student body and lacks "a series of planned and sequential experiences for students requiring time segments similar to the academic disciplines" (p.7). The counselor works to provide service at point of need or on demand and, hence, must deal with what comes. The counselor's stance is reactive and passive. Lacking control of time segments in the school's timetable, and consequently, lacking formal access to classes, the counselor is not in position to initiate concerted action to influence or change the organization and operation of the institution other than on a permissive basis.

Acceptance of the program approach by the school means that changes and adjustments are made in the institutional structure to accommodate guidance and counseling. Time and space are provided in which the program can operate, and guidance and counseling goals are included with, or are shared among, institutional goals. Under this framework, the counselor must assume a proactive stance, taking initiative in planning, organizing, and carrying out the guidance and counseling program. In doing so, the counselor has control of time; has opportunity to manage the "when" of the program sequence and implementation.

In this present thesis, the program perspective is adopted. The guidance and counseling approaches cited above are seen as content and method (skills and functions) for the program. However, a larger framework is required for program development; one with dimensions that can form a basis for establishing the purposes of guidance and counseling, for clearly delineating the role of the counselor, for establishing program evaluation and counselor accountability, and for establishing common expectations about guidance and counseling and the work of the counselor.

Parts of the required framework are provided in the paradigm (Figure 1, p. 27) developed by Shaw (1973, pp. 71-76). Conceptualizing guidance as a program with goals and focus rather than as a service comprised of an act or isolated series of acts, his model is an attempt to define "the guidance area in terms of underlying principles and concepts rather than in terms of roles and functions" (p. 10). The paradigm is built around two major axes: modes of guidance intervention, and types of objectives.

The primary modes of intervention, on the one axis, are the direct-specialist approach and the indirect-generalist approach. In the first, the guidance specialist uses his or her knowledge and skills as tools in direct intervention into the lives and circumstances of recipient clients. The guidance generalist is no less a specialist in terms of knowledge and skills, but chooses instead to work through third parties in an indirect approach to pupils. Intervention is once-removed, as it were, and the practitioner acts to "give-away" his expertise to relevant others who may in turn apply it to the intended recipients. The school counselor functioning as a specialist would engage in, among other activi-

Figure 1: A General Model for Guidance Services

| TIMING | Early | Late |
|----------------------------------|--|--|
| PROPORTION OF PUPIL POPULATION | All Pupils | Only pupils with serious problems |
| MODE | GUIDANCE SPECIALIST PROVIDES DIRECT SERVICE TO PUPILS | |
| MAJOR EMPHASIS | I Primary Prevention: General developmental skills | III Secondary Prevention: Early identification and treatment |
| PROGRAM OBJECTIVES and FUNCTIONS | Mental health and life skills training Guidance specialist works in classes and groups | Assessment and counseling of selected pupils, individually and in groups Diagnosis and psychotherapy by guidance specialist directly or to referral agency |
| MODE | GUIDANCE SPECIALIST PROVIDES INDIRECT GENERALIST SERVICE | |
| MAJOR EMPHASIS | II Primary Prevention: Positive developmental experiences | IV Secondary Prevention: Early identification and remediation |
| PROGRAM OBJECTIVES and FUNCTIONS | Improvement of educational environment for learning Guidance specialist consults with teachers, participates in in-service, curriculum development, organization development. | Consultation with teachers regarding certain pupils Guidance specialist consults with teachers, parents, other specialists; provides resource assistance; coordinates use of other resources with teacher efforts. Diagnosis, remediation and milieu therapy Guidance specialist provides diagnostic and resource assistance to teachers and parents, coordinates referral to and placement in special settings, consults with teachers, specialists and parents. |

Adapted from Shaw (1973, pp. 71-76)

ties, direct counseling of pupils on referral at point of need, including self-referral. Working as a generalist, the counselor taking an indirect approach, would work with teachers and parents more than with pupils, utilizing consultation as the primary function.

The other axis of the model has to do with focus on major types of objectives or intended outcomes of guidance intervention. These range from prevention through to remediation and therapy. Shaw recognizes the need to state good-for-people values as general goals to which more specific guidance program objectives are related. On this dimension of outcomes, he identifies three dominant positions: primary prevention, secondary prevention, and remediation and therapy.

A third dimension generated by the paradigm is the proportion of the pupil population to which objectives and guidance interventions are intended to apply. Along with proportion goes the notion of timing, the relative time at which guidance intervention will occur.

If the focus of guidance services is to be all children (or, being more realistic, nearly all children) then it is obvious that time of guidance intervention will be earlier, that it should be possible to deal with a large number of children, and that, translated into an objective, the goal of intervention will be the prevention of problems, or primary prevention. (Shaw, 1973, p. 72)

At the other extreme is the combination of guidance services rendered for a limited segment of the population at a relatively later time. In these circumstances, "the recipients of such services are likely to be those who have rather well-developed and obvious kinds of problems, hence the objectives of such services will be remedial or therapeutic" (p. 72).

The intermediate position is early identification and treatment, or secondary prevention, in which focus is upon something less than the total pupil population. Pupil problems are manifest but are not so

serious as to warrant intensive therapeutic intervention, therefore, a proportionately larger segment of the population can be serviced.

Shaw's paradigm contains six cells each denoting a particular combination of: mode of counselor interventions, objective of guidance services, proportion of pupil population to be served, and relative timing of the intervention. The identifying features of each cell are as follows:

I Mental health life/skills training programs.

Goal: primary prevention of problems for all children; timing: early in child's school career; mode: guidance specialist works directly with children in classroom and group situations.

II Improvement of the educational environment.

Goal: primary prevention by means of bringing about learning situations for all children that will maximize utilization of abilities (includes focus on school and other environments that bear on child's learning and behavior in school); timing: early, at the outset of schooling if not before, and continuous; mode: the guidance specialist utilizes his/her expertise in an indirect, generalist approach consulting with significant adults and participating in curriculum development, climate building, organization for instruction, teacher in-service, parent training groups, and the like.

III Identifying and counseling selected pupils.

Goal: secondary prevention by identifying and assisting to resolve children's problems before they become more serious; timing: at the point problems become manifest, and with early detection, before they become serious; mode: direct intervention in problem identification and resolution utilizing specialist skills in individual and group counseling.

IV Consultation with teachers concerning particular students with problems.

Goal: secondary prevention by detecting and resolving children's problems before they become seriously debilitating; timing: as soon after problems become manifest as possible; mode: the counselor provides teachers with knowledge and skills with which to identify children with problems and with techniques with which to deal with the selected children.

V Diagnosis and psychotherapy.

Goal: remediation and therapy for those relative few children whose problems are so serious they cannot function adequately in school; timing: relatively late in that problems have developed to the point of causing major dysfunction; mode: direct interven-

tion by the guidance specialist in diagnosing problems and conducting intensive treatment mainly on an individual basis.

VI Diagnosis and milieu therapy.

Goal: remediation and therapy in special settings to maintain the best possible achievement levels for seriously dysfunctional children while preparing them to return to a regular classroom situation; timing: relatively late; mode: the counselor provides some direct diagnostic assistance, coordinates the involvement of other specialists, and provides consultive assistance to parents and to specially trained teachers, who have the primary responsibility for carrying out milieu therapy.

A useful addition to Shaw's prevention-therapy continuum, on the objectives dimension, are the notions of stimulus variables and treatment condition. In a discussion about vocational guidance, Herr & Cramer (1973) distinguish between stimulus and treatment, adding that "these two conceptions are not mutually exclusive, but they do represent different perceptions of the needs of clients and the time frame within which vocational guidance operates" (p.8). Viewed from the treatment perspective, (vocational) guidance takes on a problem orientation focused to deal with "a deficit of some type in the behavioral repertoire of the individual" (p.9), which surfaces at some point of decision. Intervention is situational and serves as a "post hoc response to a problem that is already present and which impedes the individual from progressing to some new phase of life" (p.9). Seen as a stimulus variable, (vocational) guidance becomes more of a longitudinal, developmental, preventive type of intervention which precedes the points of crises. The rationale is that if the individual effectively learns the necessary elements in (vocationalization) socialization--that is, the (vocational) behaviors deemed necessary to handle decisions, acquire (vocational) identity, or develop (vocational) maturity--then problems of (vocationalization) socialization are prevented, or realistically, minimized (Nichols, 1974).

Shaw's paradigm has value in that it readily enables conceptualization of guidance and counseling goals, allowing these to be more directly related to segments of the pupil population. Implications of the approach taken by the counselor, whether direct or indirect, specialist or generalist, are placed in clearer perspective. Implications for resource requirements and organization for implementation can also be drawn from the paradigm. For example, a direct, preventive approach would require that the counselor have access to classes or groups of pupils, raising questions about the number of counselors required and the kind of organizing and scheduling required to provide access to pupils. An indirect, preventive approach raises questions about opportunities for counselor-teacher contact. In a remedial/therapeutic approach questions about allocating resources to deal with the serious problems of a few pupils can be weighed against the needs of the larger pupil population. Ultimately, decisions that answer such questions are value judgments. The decision of whether to provide guidance experiences for all pupils, to make guidance services available to all pupils only at some point of need, or to provide services only to those exhibiting manifest problems is essentially a value-goal decision.

An important principle underlying Shaw's model is the concept of program. Rather than focusing on the activities of the counselor as the raison d'etre, attention is shifted to the goals and purposes of guidance interventions thereby relating the needs and characteristics of pupils to the functions and activities of counselors. The paradigm provides a framework for program development and organization involving planning and decision making based on consideration of needs, goals, and functions with further thought to resource requirements, constraints

and priorities.

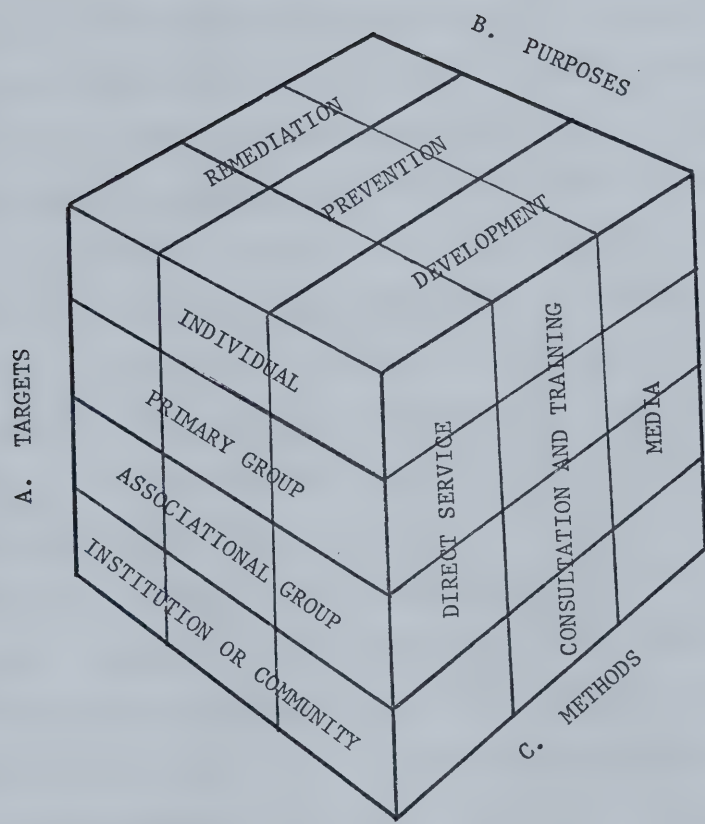
A model that further facilitates program conceptualization, planning and development, and which moves closer to implementation is the comprehensive, descriptive model of guidance and counseling interventions developed by Merrill, Oetting & Hurst (1974). This is comprised of thirty-six cells each representing a unique combination of three intervention dimensions: targets, purposes, and methods (Figure 2, p. 33). In their view, "counseling interventions comprise all counselor functions designed to produce change in clients, groups, or institutions" (p. 355) and there is need for some system in which to organize, describe, classify and categorize these. The purpose of their "Cube" is to facilitate development of coherent programs in which a variety of interventions may be integrated to maximize effectiveness and efficiency.

The first dimension of the Cube has to do with who or what an intervention is aimed at: the targets of intervention. Merrill et al. acknowledge the assumption that "the objective of counseling is to produce positive changes in the individual client" (1974, p. 356), but introduce the "possibility that interventions aimed at groups, institutions, and communities that influence individuals may be direct goals in and of themselves" (p. 356). They identify four kinds of targets.

Individual Intervention is intended to influence the individual in one-to-one or small group interaction by altering his or her knowledge, attitudes, perceptions, responses, and the like.

Primary Group Primary groups are described "as intimate, continuing personal associations on a face-to-face basis determined by the degree of intimacy rather than by proximity, (such as) the family, couples, or close friends, ...(which) strongly influence the individual's

Figure 2: Counseling Intervention Cube



Merrill, Oetting & Hurst (1974, p. 355)

self-concept and behavior" (p. 356). Interventions at this level are aimed at modifying communication and interaction patterns, perceptions, structure and relationships within the primary group.

Associational Group In associational groups members "share a consciousness of similar interests or needs and band or join together in some organizational way to pursue those interests" (p. 356), usually in the context of meeting together. Interventions at the associational group level include attempts to change the goals, communication patterns, interactions, organization, and methods of achieving goals in classes, clubs, student government, or similar groups.

Institution or Community Individuals are aware of their membership in an institution or community, such as "an individual school, a school system, a town or city, a neighborhood, a religious organization, a state, or a nation" (p. 357), but rarely meet together to create that consciousness. Altering goals, communications, system linkages, power distribution, information flow, sanctions and the like would be goals of interventions at this level.

The second dimension of the Cube relates to why the intervention is attempted: the purpose of the intervention. This dimension embodies both the reactive, problem-centered role of the counselor in providing remedial efforts at point of need, and proactive alternate roles: "preventing problems and promoting positive development" (p. 357). "The purpose of counseling intervention may be remediation of an existing problem, the prevention of a potential problem, or the development of skills leading to positive and creative growth" (p. 357).

Remediation Remedial intervention is needed where a "discrepancy has existed between the skill and the environmental demands", resulting

in "some pain for individuals or a failure of a group" (p. 357).

Prevention Preventive intervention, both primary and secondary, is concerned with anticipating future problems and preventing their development by providing "the skills that will be needed to adequately meet the environmental demands and/or (modifying) unnecessary and debilitating environmental demands" (p. 357).

Development "Developmental interventions include those programs designed to enhance the functioning and developmental potential of healthy individuals and groups. ...While related to prevention, ...the primary focus (is on) promoting positive growth for all, not only for those identified as having or about to have problems" (p. 357).

The third dimension of the Cube involves how the intervention is to be made, that is, the method to be employed: by means of direct service, through others by means of consultation and training, or through utilization of communications media.

Direct Service Direct professional involvement with the target of intervention may be indicated where specialized expertise is necessary to deal with critical stress, where professional experience and judgment are required, or where the reassurance of charisma of professional status is needed. However, disadvantages of direct professional service with all targets include the cost in terms of money and scarce professional resources, the limitation of being unable to deal with large numbers of clients, and the consequent inability to reach some targets or provide some kinds of programs.

Consultation and Training "The limited number of professionals available in most settings has made it essential that some means of increasing their range of influence be developed" (p. 357). "Through con-

sultation with and training of allied professionals and paraprofessionals, the counselor can affect the target population not by direct interaction but through other individuals" (p. 358). Consultation involves working with others who work with the clientele; counselor, for instance, consulting with the teacher who works with the pupils. Training is involved more in the situation in which the professional conceptualizes a program, then selects and trains others who provide the direct service. The utilization of paraprofessionals and peer counselors, for example, not only increases the mental health work force, but takes advantage of the fact that paraprofessionals and peers may be able to work more effectively with some groups than can professionals.

Media Intervention via communications media using such things as newspaper articles, radio programs, television, computers, and programmed materials can reach and influence both individuals and groups, and extend and enhance the influence of the counselor.

In developing this model, Merrill et al., stress the necessity for "systematic assessment of institutional and individual needs in order to plan appropriate and effective interventions" (p. 359). Equally important is systematic evaluation of the effects of programs developed. In the view of Merrill et al., "there is evidence that many programs are not effective in achieving their goals, yet counselors are often guilty of offering programs year after year with no evidence concerning program impact" (1974, p. 359).

As Shaw (1973) indicates, systematic development of a guidance and counseling program entails moving from abstract, passive, nonbehavioral considerations through a process of planning and decision making to the level of concrete, active, behavioral implementation (p. 71). The fore-

going models involve consideration at the abstract level. They are conceptualizations that aid greatly in identifying issues and raising questions for which answers must be formulated and decisions made.

A third model (Figure 3, p. 38), reviewed briefly here, differs considerably from the previous two. Geis' "Three-Part Model for a Unified Theory of Psychological Counseling" (1969, p. 22) takes the service perspective on guidance and counseling and attempts to organize counselor skills and functions into a general comprehensive approach. The focus is primarily upon direct, problem-centered, therapeutic intervention, although Geis does acknowledge a preventive aspect in that the counselor can work to facilitate maximum development of all individuals and not just those in "felt distress or in anti-social difficulties" (p. 22). He also allows that the counselor "need not limit his interventions to those undertaken during an interview, but may use, potentially, the universe of possibilities to influence changes" (p. 22).

Geis calls for the counselor to work from an extensive psychological and social science knowledge base to ascertain, diagnose, interpret and understand the nature of his or her counselee, the world in which the counselee lives, and the interaction between counselee and world. For example, the counselor should be aware of a counselee's stage of development, his or her level of energy, level of ability and achievement, whether home and neighborhood environments are supportive or negative influences, what educational and career opportunities are available for the counselee, and so on. These data, which constitute needs assessment and problem definition, are the basis for formulating counseling goals. The counselor makes value judgments about what is good for people and structures general goals toward which counseling func-

Figure 3: A Three-Part Model for a Unified Theory of Psychological Counseling.

- I A Theory of What People-in-the-World are Like
 - A. What People-in-Themselves are Like
 - 1. Physical-biological Characteristics
 - 2. Psychological Characteristics
 - B. What the World-in-Itself is Like
 - C. What People-and-the-World-in-Interaction are Like
- II A Theory of What is Good for People-in-the-World
- III A Theory of Stimulus Conditions which May Constructively Influence People-in-the-World as a Function of Their Characteristics-in-the-World and What is Good for Them
 - A. Counselor Personal Qualities
 - B. Counselor Techniques
 - C. Counseling-Related Adjuncts

(from Geis, 1969, p. 22)

tions are aimed. Such value-goals include: psychological independence; ability to recognize and cope with reality; reduction of self-defeating emotions, feelings and habit patterns; increase in problem-solving and decision-making skills; learning new concepts and principles for improved social relations; and maintaining current self-benefiting behaviors.

Knowing what counselees and their environments are like, and knowing what is good for counselees, it is necessary for the counselor to select appropriate conditions and activities to effect change. Here again, the counselor must have extensive knowledge of content and method. The personal qualities and characteristics of the counselor constitute a "resident" set of stimulus conditions. The counselor should be aware of these; should have thorough self-knowledge. In addition, counseling techniques and skills, and a repertoire of related adjuncts to counseling (for example, environmental manipulation, group counseling, simulation and games, tests and diagnostic procedures) should be at the command of the counselor.

This model is essentially a description of the process of counselor functioning. It lacks a time dimension and, in the sense of clustering and organizing skills and functions into intervention sequences, involves minimal long-range planning. What is important about the model is the emphasis it places upon the professional expertise of the counselor; expertise which is required for effective counselor functioning in both a service and a program approach.

Having considered models and dimensions of a framework for a guidance and counseling program, Geis' model provides a description of the counselor and counselor functioning required to develop and implement the program. Under the program concept, the counselor would extend his

or her functioning to include short- and long-range planning and management of time.

Guidance and Counseling Program Dimensions

In a systematic approach to reviewing and developing a guidance and counseling program a certain sequence of events should be followed to ensure the resulting plans and implementation procedures have a solid footing, that mechanisms for handling contingency situations are built in, and that the system is sufficiently flexible to withstand inevitable disruptions without disintegrating.

The sequence of activities should attend to the following elements (Aubrey, 1974; Blocher, Dustin & Dugan, 1971; Herr & Cramer, 1972; Roeber, Walz & Smith, 1969; Shaw, 1973).

Position Statements Position statements are statements of values, beliefs and philosophy which do not lend themselves to empirical verification but which, nonetheless, point direction and outline purpose. Such statements, about the nature of pupils, the aims of education, the expectations of society, and the like, are essential as a basis upon which to build a program.

Needs The identification and assessment of needs of pupils, counselors, faculty, parents, of the school and community are essential to program development. Needs are the definer of program purposes, the basis for goals and objectives, the ultimate criteria for judging effectiveness.

Goals and Objectives Goals and objectives are statements of expected outcomes existing in hierarchical relationship from general to specific. They are distinct from functions and activities in that they

describe the anticipated impact of guidance and counseling activities upon the clientele served, and how recipients are expected to behave as a result. They do not tell how the service will be rendered.

General program goals are consistent with and contribute to the attainment of the overall educational goals of the school system. They encompass guidance and counseling in all settings at all levels throughout the school district thus provide the unification necessary for a district-wide program.

Objectives and sub-objectives specify in increasing detail anticipated outcomes of guidance and counseling tasks. In so doing they more clearly distinguish the guidance and counseling program from other programs in the schools.

Effective goals and objectives have characteristics such as those listed below.

1. They are related to and predicated upon identified needs.
2. They are stated in clear and unequivocal terms.
3. They permit determining whether the objective has been attained. Statements in behavioral or performance terms facilitate observation and measurement of outcomes. The objective statement should contain or be accompanied by a criterion statement describing what evidence will be accepted as attainment.
4. They are realistic and capable of accomplishment.
5. They are applicable to all grade levels and educational settings, although the means of accomplishment may differ greatly.
6. They imply or identify need for unique expertise.

Operational Assumptions Each stated goal and objective has inherent in it a set of assumptions relating to resources and attainability.

Determination and choice of objectives require identification and consideration of operational assumptions such as those indicated below.

1. Staff have or can get training necessary to carry out the functions which will accomplish the objectives.

2. Facilities and materials with which to carry out the necessary functions are available or can be obtained.

3. The time necessary to carry out the functions is available.

4. It is possible and practicable to meet this objective.

5. This objective is the most appropriate among objectives that might be formulated for use of available talent, time and resources.

Consideration of operational assumptions permits the ranking of goals and objectives on the basis of priority both in terms of client needs and of guidance and counseling resources, such that available resources are most effectively employed to accomplish the most important outcomes and meet the most outstanding needs.

Functions and Activities A function is a description of behavior or activity aimed at accomplishing stated objectives; of the means, the content, methods and techniques, to be utilized to achieve the outcomes specified in the objectives. A function does not describe anticipated outcomes.

Functions can be viewed in broad general terms, such as, career guidance, or as very specific activities, such as, individual counseling of a Grade 9 student on selection of Grade 10 electives.

Problem defining, problem resolving, counseling, consulting, referring, testing, providing information, teaching, guidance curriculum developing, evaluating and the like are illustrative of program functions.

Implementation Implementation statements describe in greater de-

tail the way in which functions will be carried out. They outline the step-by-step procedures involved in performing the activity or function. Administrative facilitation and operating rules and regulations set down in the school district, in the school, and in the program need to be taken into account in implementation.

Evaluation Evaluation for the purpose of knowing how things are going is essential. Evaluation, itself an ongoing process, provides feedback about both the development process and the program outcomes, which enables adjustment and improvement of the guidance and counseling program. Through evaluation, the progress of program development and implementation can be monitored, and the extent to which prestated objectives have been achieved can be assessed.

An important feature of evaluation which the program structure permits is separation of program evaluation, in terms of objectives, from appraisal of counselor performance. The program can be monitored, assessed and modified in terms of its structure independent of a specific practitioner. On the other hand, the performance of a specific counselor can be appraised in terms of how well he or she implements the program. In a service approach, separation of this kind is not possible because the practitioner is the program (Oetting & Hawkes, 1974; Zytowski, 1975).

Summary of Chapter

A review of major approaches, both traditional and contemporary, to guidance practices in schools identified seven different emphases and/or organizational ways for delivering guidance services. The educative and the developmental approaches place stress on positive educa-

tional development of healthy people; other approaches tend to emphasize the problem-centered, remedial side of guidance and counseling.

The consultive approach was examined in some detail and a model of process consultation was reviewed. The counselor as a human relations consultant in the school was indicated as a dominant emerging role of the counselor. Such counselor/consultant would operate within the framework of a guidance and counseling program in a much expanded human context.

The use of time and the reactive or proactive stance of the counselor were seen as major distinctions between guidance and counseling as a service and as a program. The program perspective was adopted as the approach of this present thesis. As a basis for program development, a number of dimensions were drawn from two models for conceptualizing guidance and counseling. These dimensions contribute to an overall framework for program development. A third model described a systematic and comprehensive view of counselor functioning and identified areas in which the knowledge and skills of the counselor are applied. This view of the professional counselor augments the program approach.

Finally, a series of procedural steps were identified as elements in program development that move from abstract, positional statements to objectives, functions, and evaluation.

CHAPTER III

THE GUIDANCE AND COUNSELING PROGRAM

In this chapter, the current status, and its development, of counselors in the Edmonton Public School District is examined for the purpose of identifying some of the influencing dynamics that must be taken into account in program development. Applying considerations and dimensions from the models and approaches reviewed in Chapter II, a broadly conceived guidance and counseling program for the Edmonton Public School District is described.

Counselor Status in Edmonton Public Schools

Over the span of time from the years immediately following the Second World War through to the present, the most notable feature of guidance and counseling in Edmonton Public Schools has been its steady progress and development. The number of counselors involved has increased with the growth of the City and the increased number of schools. The scope of guidance and counseling has expanded to cover the grades from Kindergarten to Adult Education, including Special Education. The knowledge and skills of counselors have expanded and improved to reach new levels of sophistication and professional expertise in response to demands from more varied and complex schools and society. The changes in guidance and counseling over this span of some thirty years have evolved steadily and incrementally, with the notable exception of the period from 1961 to 1967.

In the post-war years of the late 1940's and early 1950's, secondary education, particularly at the senior high school level, swelled with the influx of veterans who were offered opportunities to complete interrupted educations. Crash programs were devised and counseling services which focused on educational and vocational planning were provided to speed the resettlement of veterans. The impetus of these programs, combined with use of techniques and procedures developed for the selection, training, and placement of personnel in the armed forces, supported the establishment of guidance counselors in regular secondary schools (EPSB, 1957).

In the main, secondary school counselors were teachers or administrators provided with non-instructional time in which to interview students, provide educational and occupational information, assistance with academic studies, and to provide advice concerning future plans. Available to such counselors were university courses in testing and measurement, adolescent psychology, and guidance, leading to specialist certificates in guidance. Teachers typically obtained guidance certificates through summer session studies (University of Alberta Calendar, 1956).

During the closing years of the 1950's, the first full-time counselors with postgraduate level training in psychology were appointed in senior high schools (EPSB, 1961). However, it was not until 1961 that having the counselor as a psychological specialist in the school became a goal for concerted action. Up to this point, the approach to guidance was generally educative or educational-vocational in nature. The following general description of the counselor of the day was made in contrast to the then emerging psychological counselor:

Most of us who are called counsellors do not know much about personality development or about the theory and practise of counselling. In the first place, few of us are career counsellors. Our roots are generally in teaching or in educational administration, and counselling is a part-time sideline.... As teachers and administrators, we have developed and carried into our counselling an orientation to students that is more authoritarian than accepting, more rational than emotional.... We find it hard to conceptualize desirable human development in its broadest sense--beyond its educational, vocational, and social adjustment components. (Davies, Feltham & Morris, 1963, p. 8)

Common practice was routine counseling in which the teacher-counselor called in every student in a given grade or program to individually review academic progress, educational and vocational plans, and to provide educational and occupational information.

Guidance, described as taking place "in any situation where there is a deliberate attempt to influence the potential behavior of an individual or group of individuals (such that) the duties of administrators and teachers include many activities that...might be termed 'guidance'" (Davies, et al., 1963, p. 3), was about to give way to a "school guidance program, the general purpose of which (was) to encourage personal growth leading to more self-directive, creative, purposeful living" (p. 2).

The Cameron Commission on Education (1959) described the future role of school guidance as seeking

to assist students to make decisions in the educational and vocational fields, and to deal with personal problems which interfere clearly with success in school...and with causes of problems related to both behavior and achievement.

The new approach to guidance laid stress on individual counseling:

guidance is concerned with the individual as a child, a youth, and an adult who is developing interests and abilities, setting goals and plans, meeting personal problems.... The chief purpose of guidance is to give the individual whatever help he needs at any point in this development.

The term counsellor is applied to the guidance worker, and the process of working with the individual is called counselling. (Davies, et al., 1963, p. 3)

Important features were evident in the conception of guidance and the counselor that were portrayed. One was a shift from an institutional to a person-centered focus. In terms of counseling theory, the non-directive, client-centered approach was gaining dominance; the heavy influence of Freudian and neo-Freudian clinical psychotherapy was being modified somewhat by the more positive humanism of people like Rogers, Maslow, Combs, and others. Another feature was a shift from an educative to a problem-centered approach. While the stated intent was to enhance the development of all students, in actuality this translated into providing counseling at point of need on a one-to-one basis for those pupils experiencing problems.

A series of factors combined to reinforce and firmly establish the problem-centered, counseling approach to guidance in Edmonton Public Schools.

In 1961 the Technical and Vocational Training Agreement between the Governments of Canada and Alberta provided millions of dollars for the development of technical and vocational high school education programs. Not only did this Agreement generate many more course and program alternatives for high school students, it also provided funds for training and employing vocational counselors to assist students in educational and career planning (Canada Department of Labour, 1961).

In the Faculty of Education at the University of Alberta, a vocational guidance program was provided jointly by the Departments of Industrial and Vocational Education and Educational Psychology. On the one hand, were courses dealing with vocational education and the nature

of the industrial and employing community. On the other hand, were courses dealing with personality development, counseling psychology, learning theory, tests and measurements, and the like (University of Alberta Calendar, 1962). The student in this program was left to synthesize his own vocational counseling approach. By and large such students, many of whom were employed by the Edmonton Public School Board, developed a client-centered, problem focused approach to counseling. The vocational counseling emphasis never did evolve into a major specialized function even in schools with vocational programs. Career counseling was dealt with in the same fashion as any other counseling concern.

The impact of the Agreement over its six-year life was considerable. The funding it provided brought an influx of students into the counselor education program of the Department of Educational Psychology adding to its expansion and increased sophistication, and brought many trained counselors into the secondary schools.

The years 1961 through 1967 were years of rapid growth in the City of Edmonton and of relative affluence in education. The Edmonton Public School Board, committed to a policy of providing suitable educational opportunities for all pupils, was building new schools to accommodate pupils and providing new programs and services to meet a rapidly widening range of pupil needs. Counseling was among these services (EPSB, 1965).

The Alberta Department of Education also recognized and contributed to the development of specialist counseling services by providing incentive grants to school districts for employing qualified counselors engaged in counseling activities for two-thirds or more of their time.

Over the period of these six years, the Edmonton Public School Board authorized the following:

1. the establishment of a Department of Pupil Personnel Services comprised of the branches of Special Education, Bureau of Child Study (psychological, social work, speech and remedial services), and Counseling Services;
2. the appointment of a Director to head the Counseling Services Branch;
3. the appointment of a Supervisor of Careers and Placement, and establishment of a Career Resource Centre to gather and disseminate educational and occupational information and to promote career guidance activities;
4. the appointment of teams of full-time, qualified counselors in all senior high schools, each team led by a counseling department head;
5. the provision of counselor services in the adult education program;
6. the appointment of major-time, qualified counselors in all junior high schools;
7. the provision of the first counselor services at the elementary school level with full-time, qualified counselors working multiple school assignments (EPSB, 1961, 1967, 1970; Nichols, 1972).

On review, the availability of money was a decided influence on the development of counseling services in Edmonton Public Schools during the mid-1960's. The relative abundance of funds, coupled with a widening spectrum of pupil characteristics and needs, made a policy of providing as many educational opportunities and services as possible for pupils, easier to adopt and implement. Combined with these circum-

stances was a growing philosophy, espoused by society and education, that stressed the worth of the individual and encouraged the fullest development of the human being as a person and valued member of society. In counseling psychology, the ultimate goal was self-actualization for each individual. Increased disintegration in society was becoming more clearly recognized. Family break-up, increased crime, more intense search for identity, and personal disenchantment were becoming more evident as effects causing problems among pupils from elementary through senior high grades.

In this context, the services of the specialist counselor were regarded with great expectation and were highly rated.

By 1967, counseling services had moved from a general educative-vocational guidance approach to a well established specialized service in the schools. By 1967 it had become a full-blown, problem-centered, counseling approach organized on a services basis to provide a wide range of counseling activities.

From 1967 to 1970, change was in the form of modest increases in the number of counselors employed, particularly at the elementary school level (EPSB, 1967, 1970). By this time pupil populations had peaked and were about to decline; the basis for educational funding from the Alberta Department of Education was changed, eliminating the incentive grant for counselors; and a major reorganization of the Edmonton Public School District was underway.

The reorganization dissolved the Department of Pupil Personnel Services and separated its three branches. Counseling Services was attached to a Department of Staff Development (EPSB, 1970; Nichols, 1971). The terminology of education in the schools at this time included words

such as: school and classroom climate, open climate school, nongraded instruction, organic administration, nurturing development of human potential, open area school, behavioral and performance objectives, systems approaches to education, and affective education. Educational philosophy was oriented toward freeing educational constraints and maximizing human development for both pupils and faculty.

During the years 1969, 1970, and 1971 the phenomena of highly transient youth, a flourishing drug culture, 'acid-rock' music festivals, and an apparent rejection of established norms and values of society by many young people were being felt in the schools. Secondary school counselors were faced with increasing demand for assistance in resolving students' personal and emotional problems. In elementary schools, counselors were responding to demands for assistance in early identification of youngsters experiencing problems related to school performance, many of which stemmed from emotional and social origins. The net effect was a general intensification of the problem-centered, crisis oriented approach to counseling. Conceptually, the association of Counseling Services with Staff Development was producing an orientation toward a more consultive and collegial role between counselors and teachers. However, the immediacy of demands of pupils in the schools tended to inhibit development of a more extended, outreach style of working.

The effect of reduction in educational finances was also being felt at this time. General reduction in school staffs, reflecting declining pupil enrolments, resulted in loss of senior high school counseling department heads and a decrease in the number of counselors in high schools. The growth of counselor service in elementary schools continued but at a much slower rate. These circumstances also tended

to inhibit development of the consultive approach in counseling which was being encouraged by the Department of Staff Development (EPSB, 1970; Nichols, 1972).

In 1972, another reorganization of the Edmonton Public School District reunited Special Education, the Bureau of Child Study, and Counseling Services (renamed Guidance and Counseling) under the Department of Pupil Services. Declining pupil enrolments continued accompanied by further restraints on educational funding. Counseling services at the secondary school level became virtually static while growth at the elementary level fell far short of school demands for services.

In the elementary schools, three forces were operating to greatly increase the demand for counselor services. One was an increased awareness and concern about the development of the total child on the part of teachers and parents. Housing policies adopted by the City of Edmonton in which low-cost housing was made available throughout the city introduced in all schools a phenomenon previously associated with "inner-city" schools: the child of the low socio-economic, culturally disadvantaged, highly transient, single parent family. This phenomenon heightened the need for affective, socializing developmental programs. Increasingly, counselors and teachers were working together in the classroom providing learning experiences for pupils in self-concept development and interpersonal skills.

A second force was the introduction of universal Kindergartens in Edmonton Public Schools. Funded by the Alberta Department of Education, Kindergartens brought younger children and their parents into the school. Demand for early identification of children with learning problems and for preventive action rose sharply. Both of these activities,

early identification and preventive programming, involved the elementary school counselor. A third force was also stimulated by the Department of Education; the provision of funding for special education programs for children with identified learning disabilities. These programs generated much action for counselors in identifying, diagnosing, and placing youngsters in educational settings designed to help them overcome learning disabilities (EPSB, 1974, 1975, 1976).

Currently, at the elementary level a collegial "we" approach to guidance and counseling is much in evidence as counselors and teachers pool resources in resolving the problems of youngsters, in making early identification of pupils in need, and in developing preventive approaches.

In part this stems from the necessity of the counselor to work with significant adults on behalf of young children; partly it arises from the greater opportunities for counselor access to elementary classrooms with less departmentalization and specialization than in secondary schools; and partly it stems from a greater awareness and inclination in elementary schools to attend to the total development of the child. Elementary school counselors are in high demand to test and diagnose children's learning difficulties. In addition, they are functioning with a greater tendency to work in a consultive mode with teachers, with groups of pupils, and with parents.

At the secondary level, a sharply reduced budget for counselor staffing has resulted in a reduction of the numbers of counselors in junior and senior high schools. Demand for services has not reduced. Counselors are under pressure to find new ways to meet these demands with fewer resources.

In summary, major dynamics that have influenced the development of the current counselor status in Edmonton Public Schools appear to include the following:

1. the growth and decline of pupil enrolments which have affected educational financing, and the range of pupil characteristics and needs in the schools;

2. a policy of providing educational opportunities for all pupils, resulting in increased specialization and departmentalization of programs and services;

3. a resulting demand upon counselors to assist in identifying and placing pupils in appropriate educational settings;

4. changes in educational philosophy and approaches to education resulting in changed perceptions of the relationships between pupils and faculty, including the counselor;

5. changes in dominant orientations toward guidance and counseling arising from social science theory and supported by counselor education programs;

6. changes in dominant public values and views of education;

7. the ebb and flow of educational finances.

In Edmonton Public Schools, the problem-centered counseling approach has remained relatively consistent over the past ten to fifteen years. General descriptions of the role of the counselor in this mode and descriptions of counseling activities with respect to selected segments of the general pupil population have not, however, sustained a sufficiently uniform set of expectations about counseling and counselor functioning to ward off questions and criticisms about effectiveness in counseling. Comprehensive assessment of pupil needs, definitive statements of

guidance and counseling objectives, and comprehensive evaluation of counselor services have not been carried out or developed adequately enough to rebut criticisms (Nichols, 1975).

The mix of dynamics operating in Edmonton Public Schools in 1976 places guidance and counseling on the verge of major changes in direction.

The Guidance and Counseling Program

The guidance and counseling program described here must be qualified at the outset with acknowledgement that this is a "drawing board" description and an incomplete blueprint. Any program that involves the efforts and enterprise of groups of people should be dynamic and fluid remaining static only on paper. The development of any such program requires the involvement of other people to shape and implement it. Therefore, correspondence between the program's paper description and its actuality is only approximate. In short, the process of program development and implementation is much more complex and extends well beyond what is written here.

There are at least two levels of program development that need to be recognized. One is the general framework for guidance and counseling for the school system as a whole. This covers all grades from Kindergarten through Adult Education and all programs from regular to special education. It provides the philosophical foundation, aims and direction for guidance and counseling, and is the basis upon which the second level of program development rests: the guidance and counseling program in the school.

The description presented here is of the general school system program with reference to the elements and processes involved in developing the program at the school level. The sequence of the description is as follows: position statements, needs, goals and characteristics of guidance and counseling, and guidance and counseling functions.

Position Statements

These beliefs, values and assumptions are foundational to the program. They are also those of the present writer. These are statements that would require sanction from the administration and board of trustees of the school system, and acceptance by counselors and school staff members in order to truly become the foundation of the program. Three areas are identified in which positions need to be established: the nature of pupils as human beings; the broad aims and purposes of education; and the relationship of guidance and counseling to the overall educational program.

Nature of pupils as human beings

1. Human beings live in a contingent universe in which there is an element of unpredictability. There is in the world a sense of possibility and probability but not of certainty. An indeterminate world provides humans with freedom of choice but also renders the world unknowable in its totality. Humans must function then on partial knowledge, on estimates of reality, and on faith (Kroll, Dinklage, Lee, Morley & Wilson, 1970, p. 143).

2. A basic human characteristic is the search for meaning. Human beings are proactive, moving to engage in interaction with their environments searching for meaning.

3. Humans are rational beings, capable of cognitively dealing with the world and determining their own behavior (Williamson, 1965 p. 201). Human rationality includes the "capacity to discover, create, express and act on meanings" (Kroll et al., 1970, p. 143). Human meanings encompass all of the qualities of mind including logical thought, feelings, values, conscience and imagination.

4. The process of decision making which permeates all human activities from the most trivial to the most momentous, is central to the functioning of human beings as searchers of meaning. Decision making and the related processes of problem solving and conflict resolution are comprised of learned skills which can be modified and improved (Kroll et al., 1970, p. 145).

5. Human beings are social beings by nature. Their growth and development involves a process of socialization

by which an individual, born with behavioral potentialities of enormous range, is led to develop actual behavior which is confined within a much narrower range--the range of what is customary and acceptable for him according to the standards of his group. (Child, 1954, p. 655)

Socialization is accomplished by mastery of developmental tasks (Havighurst, 1972) which results in the child accepting and internalizing the system of beliefs and norms governing relationships among people in his society. This system becomes the framework through which the adult views his world (Herr & Cramer, 1972, p. 29).

Developmental tasks in the socialization process derive from three sources. Physical maturation enables the individual to acquire or gain access to new physical and psychological needs and resources. The individual meets new demands and expectations from "significant others" and the society around him. "These inner and outer forces contrive to

set for the individual a series of developmental tasks which must be mastered if he is to be a successful human being" (Havighurst, 1972, p. 5). The third source of developmental tasks is the self, "the highest level of integration of human personality" (Kroll et al., 1970, p. 145), which emerges out of the interaction of organic and environmental forces. "As the self evolves, it becomes increasingly a force in its own right in the defining and accomplishing of his developmental tasks" (Havighurst, 1972, p. 5).

6. The developmental nature of human life is of fundamental importance to education and to guidance and counseling. These considerations are important (Blocher, 1971, 1974; Erickson, 1950; Havighurst, 1972; Herr & Cramer, 1972):

- a. pupil growth and development are continuous;
- b. development is a process intimately involving learning which is both a cognitive and an emotional experience;
- c. development is seen as a succession of stages through which pupils pass, with each stage characterized by a series of developmental tasks--some unique, some recurring--in which the individual attempts to satisfy personal needs and meet societal demands;
- d. pupils in each life stage can be described in terms of general characteristics they have in common because most pupils in our culture pass through similar stages and tasks;
- e. an individual confronts a developmental task when he or she perceives the need or demand to alter present behavior and master new learnings;
- f. preparation for mastery of developmental tasks occurs in the preceding stage in which successful achievement of tasks leads to sat-

isfaction and success in later tasks while failure leads to unhappiness in the individual, disapproval by society, and difficulty with later tasks (Havighurst, 1972);

g. mastery of developmental tasks is accompanied by enhanced self-concept and additional skills in interpersonal relations, decision making, problem solving and conflict resolution;

h. any pupil, at any stage, with any task, may encounter obstacles to learning, to decision making or problem solving which can impede growth and developmental progress.

Aims and purposes of education

The aims and purposes of education are formulated out of interpretations of societal values and expectations made by elected government and school board representatives and by educators. Interpretations are modified and refined by direct pressure from parents, employers, and the public in general.

Where once the dominant values of society were consistent and clearly identifiable, the value structure of contemporary society is much more pluralistic and individualistically based. The individual today must consciously select and develop his or her own set of values. Nonetheless, values and beliefs in society regarding the individual seem to imply these expectations:

1. individuals in our society can, do, and are expected to exercise a great deal of autonomy and self-direction in their lives, primarily through a process of decision making;

2. as an individual matures, self-direction is expected to increase;

3. a self-directing, autonomous individual in our society is ex-

pected to develop and fully utilize his or her potential as a person to achieve satisfaction in life, and to behave with social awareness and responsibility;

4. a self-directing, socially responsible individual is expected to constructively participate in and positively contribute to the productivity and well-being of society.

This latter expectation seems to be gaining momentum as a counter-balance to the intense individualism of recent years. Indications of public concern about the diffusion of societal purpose may be seen in such things as: increased constraint of individuals by governments at all levels, involving everything from wage and price controls to regulation of dog ownership; growing support for reinstatement of capital punishment to curb crime in society; intensified search for moral and spiritual stability in society; and efforts to improve the economic health of the nation through increased productivity.

In education, this trend can be seen in the growing call for a return to the "basics". Criticism suggests that the schools have stressed too much the process of learning, emphasizing critical thinking, analyzing, and valuing without adequate knowledge of content and skills to which the processes are applied. For example, minutes of meetings of the Edmonton Public School Board over the last two years depict efforts to reinstate Canadian history and geography, to renew emphasis on literacy and improvement in computational skills and, more particularly, to reinstill attitudes of productivity and improved scholastic performance.

In 1970 a position statement written for Edmonton Public Schools said:

we believe it is the purpose of the Edmonton Public School System to foster development of individuals to their fullest

potential in terms of their talents, skills and abilities. In addition, the system assists in the development of a life style which emphasizes self-responsibility, self-understanding, social consciousness and human empathy.

In 1975 the Alberta Department of Education, in its interim edition of the Goals of Basic Education identified the following needs of society (p. 6):

1. Nurturing a healthful and productive environment.
2. Preparing members to assume useful roles and perform necessary services.
3. Developing modes of effective communication among its members.
4. Developing a common set of ideas, meanings and procedures.
5. Limiting through law and convention the range of behaviors of its members.
6. Establishing procedures to ensure its continuity, maintenance and improvement.

In the school's contribution to fulfilling these societal needs, the goals of education would have the pupil develop the following (pp. 7-9):

1. Learn to be a good citizen.
2. Learn about and try to understand the changes that take place in the world.
3. Develop skills in communication (listening, speaking, reading, writing, viewing).
4. Learn how to organize, analyze and use information in a critical and objective manner.
5. Learn to respect and to get along with people of varying beliefs and life styles.
6. Learn about the world of work.
7. Develop management skills.
8. Develop a desire for learning.
9. Learn how to use leisure time.
10. Practice and understand the ideas of health, fitness and safety.
11. Appreciate culture and beauty in the world.
12. Develop basic and special knowledge competencies.

It is interesting to note the reversed order of goals relating to the development of skills and abilities and to social consciousness, between 1970 and 1975. Also, to note that development of basic knowledge appears last in 1975 when concern about lack of basic knowledge is on the upswing.

Additional intents and purposes of education can be inferred from public opinion which tends to be issue-oriented and transient, yet persistent until satisfying action is taken on issues. The following have been indicated in various polls, surveys and delegations (Brosseau, 1973; EPSB, 1975, 1976; Gallup, 1971; Lauwerys, 1973):

1. concern about pupils' lack of discipline (or too much unguided freedom), disrespect for teachers and authority, vandalism, absenteeism, and pupils' lack of interest in school;

2. urgings to return to more rigorous academic standards, to balance reasoning ability and application of knowledge with learning of basic knowledge, facts and skills, and to develop alternative educational programs and approaches in which such standards can be established to suit the various learning styles of pupils;

3. urgings for curricula which are more relevant to citizenship in this country and to productive employment upon leaving school;

4. recognition of the need to provide greater assistance to students in educational and vocational development, planning, and decision making;

5. insistence upon improving educational effectiveness and cost efficiency.

Relationship of guidance and counseling to the total educational program

Education is a human enterprise concerned with learning and child development. Learning in school--in both its cognitive and affective dimensions--is dependent upon the interrelationships among people, particularly between pupil and teacher. Guidance and counseling is concerned with both learning and with interpersonal relations.

Guidance and counseling should be structured as a coherent, comprehensive program. As such it is one of the many educational programs provided by the Edmonton Public School Board (EPSB Budget, 1976), which share in accomplishing overall educational aims and purposes, contributing to and aiding the positive growth and development of children through the medium of organized educational activities. To this point in time guidance and counseling in Edmonton Public Schools have been organized as a service supplemental to the academic program. With the introduction of the Program Accounting and Budgeting System (PABS), the idea that each separately funded segment of the school enterprise is a program was established. The PABS structure, while basically an accounting procedure, introduced the notions of objectives, priorities, resource management, and program evaluation (EPSB Budget, 1973).

In this program context the aim for guidance and counseling is to move from a supplemental service to become both an integral part of the educational mainstream and to provide service to pupils and teachers who comprise the mainstream.

Needs

The importance of needs, of both individuals and of the institution, is paramount to the program. Only through systematic assessment of needs can the goals and objectives of guidance and counseling be clearly formulated. Needs and goals define the purposes of the program and provide answers as to why the counselor should do any particular thing in the school. At the school system level needs can be identified on only a generalized basis. Needs assessment is essential at the level of the school and its community in order to identify unique

school and pupil need characteristics. Such assessment serves to refine, reprioritize, and/or confirm general system needs. Several perspectives on general needs are presented here along with recognition that the prevasiveness and relative importance of needs can best be translated into program approaches at the individual school level.

The need hierarchy

A prevalent classification of individual needs is that of Maslow (1970) which ranges prepotent needs on a continuum from basic survival needs to more esoteric psychological needs. The usual hierarchical listing includes needs, such as:

1. Requirements for food, shelter, clothing, rest, health and recreation.
2. A feeling of safety, security, and trust in relationships with important others, such as family, friends and teacher(s).
3. A feeling that one is cared about by others, that they are sensitive to one as a person and respond to one's ideas and feelings; a feeling of belonging and acceptance by others, such as group, family, school class, team and peers.
4. A feeling of positive achievement, success and pleasure; a feeling that others recognize one as an individual in one's own right with unique interests, feelings, ideas, and skills.
5. Becoming more self-directing and less dependent; assuming more responsibility for one's own actions; feeling more adequate, confident, self-sufficient and good about oneself; wanting to learn on one's own, to create and express one's ideas and feelings; becoming more able to take hard knocks and disappointments.

Herzberg's empirical need studies (1959, 1966) group Maslow's types of needs into two major categories: (a) those that require constant replenishment, that are cyclical in nature, that result in behavior to avoid or alleviate unpleasantness and pain, that must be met to ensure physical and psychological-identity survival; and (b) those that require investment of time, energy and self in creative accomplishment of tasks, that provide stimulation for self-realization, for achieving one's potential and for psychological growth.

Psychological growth is a process of experience and learning involving knowing more, seeing more relationships in what is known, being creative, being effective in ambiguous situations, maintaining individuality in the face of pressures from the group, attaining and experiencing a sense of being more than one was in the past.

Developmental tasks as needs

In handling developmental tasks, the individual is simultaneously attempting to satisfy personal needs and meet societal demands and expectations. Mastery of developmental tasks results in the individual learning selected, socially approved methods for satisfying needs. The following are developmental tasks that the school attempts to assist pupils to master (Havighurst, 1972; Herr & Cramer, 1972; Zaccaria, 1965):

1. Learning competency skills: speech and language, psychomotor skills, reading, writing, calculating.
2. Learning to value self and to develop feelings of adequacy.
3. Learning to belong and develop a mutuality with others.
4. Learning to manage aggression and frustration.
5. Learning to become reasonably and responsibly independent.

6. Learning an appropriate giving-receiving pattern, and developing social interests.

7. Learning to be emotionally flexible.

8. Learning to make value judgments.

9. Learning to choose, decide and accept the consequences of one's actions.

10. Learning to develop the capacity to relate to changing social groups and develop a feeling of belonging.

11. Learning appropriate sex roles - to be a girl or boy.

12. Learning to understand the nature of work and how it operates in the pupil's environment.

13. Learning to realistically appraise personal attitudes, interests and capabilities.

14. Learning to understand life styles and to plan for life.

School tasks as needs

The guidance and counseling program is addressed to meeting both the needs of individuals and of the overall educational institution in its efforts to meet individual needs. From the point of view of the organizational enterprise, there are certain tasks that schools must accomplish. These are administrative and organizational tasks based on the goals of education and the characteristics and needs of pupils. Needs can be inferred from the following (Roeber, Walz & Smith, 1969):

1. Pupils are brought into and maintain contact with formal learning experiences.

2. Pupils understand the goals and meaning of the whole and parts of their educational programs.

3. Pupils find some combination of learning experiences related to their needs.

4. Pupils are kept in optimum learning conditions.

5. Pupils live within limits considered essential to personal development and social living.

6. Pupils develop skills and understandings necessary to becoming self-directive, particularly those related to decision making processes.

7. Pupils are assisted to find appropriate opportunities for work, educational and vocational pursuits during and subsequent to leaving formal education.

8. Pupils benefit indirectly from continuous attempts to assess the value and improve the quality of educational programs.

Desired pupil outcomes as needs

Another perspective on pupil needs is to view these as outcomes of guidance and counseling desired by pupils. Such perspective brings needs closer to the status of program objectives. In a study to assess desired pupil outcomes (McKinnon, 1974) four broad areas were identified, each containing a grouping of specific needs of the type illustrated here:

1. Academic learning outcomes

- a. I need to read faster.
- b. I need to know how to study better.
- c. I need to become more comfortable when giving information or speaking in class.

2. Educational-vocational outcomes

- a. I need to understand my abilities, interests, and other characteristics.

- b. I need information about high school requirements for graduation.
 - c. I need to consider more than one alternative for what I should do after high school.
 - d. I need to know what I have to do to prepare for work that I want to do in the future.
- 3. Interpersonal outcomes
 - a. I need to know more about the needs and feelings of others.
 - b. I need to know how people feel about me.
 - c. I need to better solve problems with my parents.
 - d. I need to improve my ability to develop relationships with others and to have more friends.
- 4. Intrapersonal outcomes
 - a. I need to know more about myself.
 - b. I need to be more satisfied with my life, my achievement and myself.
 - c. I need someone to talk to when personal problems arise.
 - d. I need to be more skillful in making decisions and solving problems.

Other needs

In program development the needs of pupils, the primary target for the program, are important. However, program targets may also be teachers, administrators, parents and others for whom needs must be assessed if appropriate objectives and functions are to be developed. Important, also, are the needs of the program practitioners in terms of job satisfaction. The effectiveness and efficiency of the program can be adversely affected if job satisfaction needs are not adequately met.

Goals and Characteristics of Guidance and Counseling

Given position statements, aims and purposes of the educational context in which guidance and counseling functions, and given the dominant needs which exist in that context and which underlie the purposes of guidance and counseling, it is necessary to specify what the nature of guidance and counseling is and what its purposes are.

The overall aims of guidance and counseling are:

1. to assist pupils to develop effective approaches to learning; to acquire optimal self-awareness and understanding; to acquire skills and understanding in interpersonal relations, decision making, and problem solving; and to apply what has been learned to day-to-day living and to educational and vocational development;
2. to assist pupils to deal effectively with specific problems, concerns and difficulties which stand as obstacles or barriers to educational progress and personal growth and development.

The terms guidance and counseling, while frequently used interchangeably, are used differentially here to indicate separate and distinct but related sets of functions.

Guidance is primarily instructional in nature and group oriented in approach. It is aimed at preparing pupils for future development and motivating them to learn about themselves, about how to relate to others, how to plan, decide and resolve problems. Its focus is developmental and preventive, with emphasis on learning generalized understandings, knowledge and skills for use in every day situations. Affective education and experiential learning form a large component of guidance.

Counseling, both individual and group, is a problem-centered, remedial or treatment approach in which the counselor assists an in-

dividual to recognize and effectively deal with some specific problem, concern or difficulty that stands as an obstacle or barrier to growth, development and satisfaction.

The major emphases of the guidance and counseling program can be ordered in a hierarchy of program purposes (Blair, 1969; Clark, 1970; Paterson & Masciuch, 1972; West, 1969).

1. Development and general prevention. Guidance programming under this emphasis deals with mental health/life skills education, educational and vocational planning and development, utilizing various direct and indirect group guidance approaches to provide learning experiences for pupils (Cells I and II, Figure 1, p. 27).

2. Early identification and secondary prevention. Program goals are to help to identify, at the earliest possible stage, pupils with incipient and manifest problems in areas of learning, and social and personal development; also to help to remediate and resolve identified problems to prevent these becoming more serious and debilitating. Approaches may be direct counseling, individual or group, with selected pupils, or consultive to assist teachers and parents to identify and remediate problems of selected pupils (Cells III and IV, Figure 1, p. 27).

3. Diagnosis and remediation. In this lesser, but important emphasis, the counselor uses or enlists diagnostic skills to assess seriously dysfunctional pupil problems. Direct treatment may be provided in counseling, but other priorities and time and resource constraints will likely dictate referral of such pupils to other services and agencies for extensive diagnosis and intensive treatment, or placement in special educational settings (Cells V and VI, Figure 1, p. 27).

The dominant emphasis in the guidance and counseling program described here is upon the developmental and preventive aspect, balanced with necessary remedial approaches. In terms of Shaw's model (Figure 1, p. 27), the current focus on direct counseling of selected pupils (Cell III) is shifted to the left toward development and primary prevention and downward toward indirect consultive, emphasis; extending from Cell III to include Cells I, II, and IV.

Consistent with the concepts of developmental continuity and mastery of developmental tasks, and with the view of humans as decision makers and searchers for meaning, is the view of problem as an obstacle or barrier which impedes developmental progress. This perspective sees the individual seeking ways to remove, go around, or overcome the obstacle in order to resume or maintain psychological growth and developmental progress. The advantage of viewing problems in this manner is, perhaps, only one of semantics, but it does lend credence to a developmental and preventive guidance approach designed to provide the individual with knowledge and skills with which to anticipate, recognize and effectively deal with obstacles. It is also supportive of a counseling approach that focuses on learning or re-learning, on problem defining and decision making--all of which have an educational connotation. This is in contrast to problem viewed as a deficiency, a disability, or a disease which tends to place the locus of the problem within the individual and connote the need for remediation or treatment of the individual (West, 1969).

A related postulate for a developmental and preventive oriented guidance and counseling program is the assumption of normal good health and development among the majority of pupils. This assumption is sup-

portive of a developmental and preventive view and of the idea that the guidance and counseling program can serve all pupils. Both the assumption of normal developmental progress and the view of problem as developmental impendence lend an educational complexion to guidance and counseling, closing the distance between the educational mainstream and the privacy of counseling with its "mystique" of psychotherapy.

Unlike the problem-centered, service approach which purports to serve all pupils but in actuality makes contact only with referred pupils (including self-referrals), the guidance and counseling program is not only intended for all pupils but in reality can reach all pupils. All pupils are seen as intended recipients of developmental and preventive guidance. Counseling, however, focuses only on those pupils experiencing problems, concerns, or difficulties that are more of a situational or transient nature; that is those for whom counseling intervention can provide demonstrable assistance within the school setting. Typically, counseling an individual alone or in a group setting is of relatively short duration, although subsequent followup contacts may occur over the course of the school year(s).

The job of the counselor includes both guidance and counseling. However, guidance need not be counselor-dependent, nor the counselor be the exclusive guidance practitioner. With the counselor working in a consultive, coordinating, resource assistance mode, guidance programming may in fact be carried out by teachers, parents and pupils. This is consistent with the concept of developmental, preventive guidance as a school-wide program involving responsibility by all school staff members. Counseling is counselor-dependent, calling for the specific knowledge and skills of the trained counselor.

Guidance and Counseling Functions

A function describes the means to be used to achieve the outcomes specified in program objectives. Where needs, goals and objectives identify the purposes, the "why" of the guidance and counseling program, functions have to do with the "what" and "how" of the program. Functions are the content, methods and techniques of guidance and counseling.

In the process of program development, assessment of needs provides the basis for setting goals and objectives. Once having set goals and objectives, the process then becomes one of selecting the means, the content and methods, which will be used to accomplish the objectives (Shaw, 1973).

What is presented here is a compilation of guidance and counseling functions, meant to be illustrative rather than exhaustive of the broad field of guidance and counseling. Actual selection of functions for implementation at the school level requires consideration of the targets and purposes of the intervention, and consideration of the availability of skills, time, materials, facilities, and other resources. Use of the Cube model of Merrill et al. (Figure 2, p. 33) can facilitate this selection process.

1. Assessment Assessment of needs, identification and definition of problems, evaluation of behavior change and developmental progress require use of methods and techniques such as the following: observation check lists; verbal and nonverbal interaction analysis; group dynamics analysis; sociometry; scholastic performance and achievement tests; psychological tests of ability, aptitudes, interests, and personality; projective techniques; critical incidents; anecdotal reports; health and other pupil records.

2. Orientation In orientation, pupils, parents, and staff members are provided with information; first-hand experiences; knowledge of procedures for entry and exit to current educational settings and to succeeding levels of postsecondary education and direct employment. Orientation should provide an understanding not only of the structure and purpose of the educational program but also of the physical facilities and the demands, expectations and dominant characteristics of the interpersonal environment in the setting. Some methods and techniques for orientation include: dissemination of information through printed and audio-visual media; use of group sessions and individual interviews; use of field trips, tours, exchange visits; actual and simulated learning experiences; role playing; and "buddy" systems.

3. Organizational and study skills This involves pupils learning systematic approaches to managing time, to studying, conceptualizing and organizing lesson content and material to be learned, preparing for and writing examinations, and similar aspects of formal learning. Methods may include group instruction, use of media packages, programmed learning packages, simulation and games, contracting, reinforcement schedules, involvement of teacher and parent assistance and support, and involvement of professional, volunteer and peer (student) tutors.

4. Educational planning Involving pupils, their parents, and teachers, educational planning includes: developing awareness of requirements, alternatives, personal needs, preferences, strengths, values and goals. Information gathering and processing, planning, decision making and conflict resolving are also involved. Educational planning is closely related to life skills development, to vocational development and to orientation.

5. Motivation of pupils to persevere in school and to pursue an education is aimed at meeting many needs. Approaches dealing with self-concept, self-confidence, absenteeism, peer relations, adult-pupil relations, identity, and personal meaning are involved in motivation activities. Individual and group counseling, consciousness-raising groups, behavioral contracting, reinforcement schedules, and similar methods may be employed. This function relates closely to educational planning and vocational development.

6. Life skills development This broad function covers a wide range of knowledge, understandings and skills in affective education dealing with such dimensions as:

a. self-concept development--including self-awareness, body image, identity, dependence-independence, need satisfaction (esteem, worth), psychological growth;

b. interpersonal relations--including communication skills (verbal, nonverbal, attending, listening, empathizing), cooperation (goal setting, pooling and sharing resources, decision making, arriving at consensus, problem solving, encountering, managing and resolving conflict), and consultation (communicating, mediating, arbitrating, advising);

c. decision making--including identification of decision points and alternatives, estimating consequences, choosing, implementing (acting upon) decisions, risk taking, valuing, assuming responsibility for decisions, goal setting, and planning;

d. problem solving--including identification, analysis and definition of problems, and resolving problems utilizing interpersonal and decision making skills, identification and utilization of resources, consultation, and implementation skills;

e. conflict management--involving learning about the nature, types and sources of conflict, and utilization of skills for encountering, problem solving, decision making, consulting, cooperating, and mediating.

Methods and techniques in the area of life skills development are legion, ranging from didactic teaching and dyadic counseling through play, process groups, T-groups, encounter groups, role playing, simulation and games, micro-teaching and micro-counseling, bibliotherapy, cross-age interaction, peer counseling, computer assisted instruction and counseling, use of audio-visual media, field trips, life experience tours, exchange visits, and many others. Many theoretical approaches and structured programs are available to this function, including:

Humanistic Education (Weinstein & Fantini, 1970); Human Relations (Haave, 1976); Curriculum of Concerns (Borton, 1970); The Interactive Process of Education (Gorman, 1974); Emotional Education (Ellis, 1972); Magic Circle--Human Development Program (Bessell & Palomares, 1967); Curriculum of Intentionality and Human Relations (Ivey, 1970); Classroom Meetings--Reality Therapy (Glasser, 1969); Deliberate Psychological Education (Mosher & Sprinthall, 1971); Dimensions of Personality (Limbacher, 1969); DUSO--Developing Understanding of Self and Others (Dinkmeyer, 1970); TAD--Toward Affective Development (Dupont, Gardner & Brody, 1972); Focus on Human Development (Anderson, et al., 1972); Values Clarification (Simon, Howe & Kirschenbaum, 1972); Confluent Education--Gestalt Therapy (Brown, 1971); Transactional Analysis with Children (Amundsen, 1975); Behavioral Therapy (Krumboltz & Krumboltz, 1974); Life Skills Development (Conger, 1972); Perspectives for Living (EPSB, 1973); Transpersonal Psychology (Roberts & Clark, 1975).

7. Career development As a function, career development is concerned with career awareness, exploration, planning, and postschool career entry. Dimensions involved overlap extensively with assessment, orientation, educational planning, and life skills development. Involved are such methods as: simulation, "on-hands" learning, decision making games, many forms of information processing, and work experience. Many structured programs and approaches are available in this area. Creative Job Search Skills (Canada Manpower, 1972); Career Entry Skills (Clarke, 1973); Self Directed Search (Holland, 1970) are illustrative.

8. Counseling As a function, counseling is a process or technique rather than content. Both individual and group counseling are included, with a problem-centered, remedial focus.

9. Consultation Consultation is also a process function in which three rather distinct approaches can be identified.

a. Consultation/training--In this the function is one of "giving away" one's expertise. The emphasis is on the helping skills and human development training with teachers, parents, community volunteers, and pupils. The intent is to extend the expertise of the counselor to many others who in turn work directly with pupils. Human Resources Development--HRD (Carkhuff, 1972); C-Groups (Dinkmeyer, 1973); Teacher Effectiveness Training (Gordon, 1974) and many similar approaches are available for use with staff members. In the area of parent training many programs and approaches exist (Christensen, 1972; Dinkmeyer, 1971; Dreikurs et al., 1959; Ginott, 1961; Gordon, 1970; Green, 1974; Kohlwes, 1975; Satir, 1967).

b. Consultant as psychological educator--In this mode the counselor works with teachers to provide affective education as in the life

skills function, and with parents for home support and education. In the deliberate psychological education approach of Mosher and Sprinthall (1971), high school students learn the fundamentals of counseling psychology and lay-counseling with which to engage in peer and cross-age counseling. Another aspect deals with early childhood development enabling students to act as aides in kindergarten and primary grades.

c. Consultant as pupil advocate and change agent--Here the counselor utilizes communications, decision making, problem solving, and group dynamics skills along with organizational development knowledge to assist pupils to strengthen their positions when faced with undue institutional restraints, and to assist staff to re-orient and modify institutional emphases.

10. Resource assistance In this function, the counselor works in an indirect, consultive mode informing teachers, parents and pupils about kinds and sources of resources. The counselor also enlists particular resource persons and agents to perform specific services; and marshalls and coordinates the collection and distribution of program resources in the school.

11. Program development This is a process function only remotely related to meeting pupil needs yet essential to the establishment and maintenance of the guidance and counseling program. Involved are needs assessment, goals and objectives formulation, program planning, function selection and implementation, and evaluation and followup.

Summary of Program

The guidance and counseling program described here is one of many programs which contribute to accomplishing the educational aims of the

school system. Current concerns about education stress the need to improve the effectiveness of the school and to provide young people with a greater fund of knowledge, with increased competency in basic skills, and with a greater sense of direction, purpose and commitment. The aim is for young people to achieve a good personal life and also contribute to the well being of society to ensure that good life. In this context, the purposes of guidance and counseling are to contribute to pupils' acquisition of basic skills, especially those required for effective living in our society; to facilitate the positive development of young people; and to help them deal with obstacles in their paths of development and educational progress.

To accomplish these purposes, it is necessary to identify what needs pupils have and to determine the relative importance of these as factors influencing pupil development. Out of needs assessment are formulated program goals and objectives, the ends toward which guidance and counseling efforts are directed. Goals and objectives must also be prioritized because time and resources, especially personnel, do not permit meeting all objectives.

The program emphasizes developmental and preventive intervention, but acknowledges that problem-centered, remedial approaches must also be provided.

Consistent with a developmental, preventive emphasis is increased utilization of indirect, consultive and group approaches which enhance the multiplier effect of counselor intervention. Providing others, teachers, parents, and pupils, with skills and training in helping relations and human development greatly extends the impact of counselor expertise and the guidance and counseling program. It also shifts the

program from the status of a supplemental service in the school, to that of having an integral part in the educational mainstream where access and involvement with pupils really takes place.

The program distinguishes between guidance and counseling. Guidance is aimed at enhancing the development of all pupils. Counseling focuses on the specific problems of pupils to prevent more serious difficulties from developing.

Once pupil needs have been ascertained and program goals and objectives have been formulated, the process of program development becomes involved with selection and implementation of guidance and counseling functions, the content and methods to be used to accomplish objectives. The program objectives, the counselor's repertoire of knowledge and skills, and the availability of resources will influence the choice of functions to be employed. The program is self-renewing through a process of evaluation and followup used as a basis for adjusting and improving program operation.

CHAPTER IV

THE ROLE OF THE SCHOOL COUNSELOR

In Chapter I it was stated that many of the problems counselors are currently facing result from the lack of consistent expectations about the role of the counselor and the purposes of guidance and counseling. The purpose of this thesis was to formulate a program basis upon which the counselor's role could be more clearly defined and from which common expectations could be generated.

It is this writer's belief that the program structure for guidance and counseling will assist the counselor to utilize his or her skills with increased effectiveness and greater job satisfaction. The program structure will reduce role confusion for the counselor and others by reducing the need for the counselor to respond haphazardly to all pressures, demands and problems that come his or her way. The program requires the counselor to approach his or her work systematically. It lends order to the disarray of human interaction the counselor continually encounters. It does so on the basis of prioritized needs and goals which serve as an anchor for the counselor, holding steady and serving as a reference point on which to establish expectations. With a focus fixed on needs and goals, the program then provides flexibility limited only by resource constraints and the counselor's own creativity to select functional content, methods and techniques for achieving those goals.

Simply stated, the counselor's job is to develop the guidance and counseling program in the school, and to implement and evaluate it. However, the counselor cannot do this alone.

Responsibilities and Working Relationships

On moving from service to mainstream status, at least in part if not in total, the counselor is deemed to be a resident member of the school staff and as such is responsible to the principal while working in that school.

The relationship between the counselor and teachers in the school is that of peers on the same staff to whom the same expectations of commitment and involvement in the educational program of the school apply.

The principal is responsible for the development, implementation and evaluation of the guidance and counseling program in the school, even though the counselor is the primary practitioner in operationalizing the program. The principal's task is to enable and to facilitate the program in his or her school (Jones, 1972).

The counselor has a functional responsibility to the Director of Guidance and Counseling for interpreting and adapting the school system's guidance and counseling program for implementation at the school level (Jones, 1972).

The counselor has a collegial relationship with other pupil services specialists (school psychologist, school social worker, and others), and curriculum specialists in the school system. From the point of view of the counselor, such specialists are school system resource agents in the operation of the guidance and counseling program in the school.

Unless stated otherwise, the counselor's assignment to the school covers all the pupils in the school, in all grades and programs.

Role Duties and Tasks

It is expected that the counselor will develop, implement and evaluate the guidance and counseling program in the school. This is to be done in consultation with the principal and teachers; and with pupils, parents, and other resource personnel as appropriate. There are four facets to the job of counselor, each covering a given scope and sequence.

1. Establishing the purposes of guidance and counseling in the school.

a. Through assessment methods, pupil needs that should be met by guidance and counseling are expected to be identified and ranked in terms of relative importance.

b. Guidance and counseling goals and objectives are expected to be formulated, indicating anticipated outcomes and program impact on pupil behavior. Priorities for goals and objectives should be established in terms of the relative importance of pupil needs and the availability of resources with which to accomplish objectives.

2. Selecting the guidance and counseling functions

a. From the many possible alternatives, the functional content and methods to be used to accomplish stated objectives are to be selected.

b. Selection of functions should take into account both system and school emphases for guidance and counseling; and should include decisions about whether approaches are developmental, preventive or remedial, individual or group, direct or indirect, consistent with accomplishing objectives and maximizing the multiplier effect.

3. Carrying out the functions selected.

a. A sequence of program activities should be planned on a time line for the school term.

b. Necessary resources with which to carry out functions are expected to be identified and managed.

c. The selected functions are to be carried out.

4. Evaluating guidance and counseling program outcomes.

a. Criteria for determining accomplishment of objectives are expected to be formulated along with objectives.

b. Evaluative procedures with which to assess the impact of the guidance and counseling program on meeting pupil needs are expected to be developed.

c. Internal program evaluation, based on objectives criteria and observable changes in pupil behavior, is expected to be carried out routinely.

d. Evaluative data, including followup information, should be used routinely to modify and improve the program.

The fact that the counselor is expected to consult with the principal and teachers in the school to assess needs, establish objectives, and develop the guidance and counseling activities to accomplish objectives requires the counselor to take initiative, to establish consultive working relationships, and to involve the school staff in the guidance and counseling program. The counselor must become active and visible in the school if the program is to be made operational. In addition, one of the characteristics of program development is the predetermination of objectives and program structure, and the commitment of these to writing. For some counselors, having to comply with a seemingly rigid and task oriented set of expectations may be most uncomfortable. Yet few, if any, counselors function without planning and structure; however, the needs, goals, and approaches they employ are seldom written down.

The greatest initial source of resistance to program development and implementation is likely to be the counselors themselves. Establishment of the program in the school system will necessitate in-service for counselors and principals dealing not only with the program concept, but also with the specifics of needs assessment, objectives formulating, program planning and evaluation.

The intent of the program, as opposed to service, approach is to give the counselor control over his or her role in the school; to move the counselor from the position of having to meet a variety of often conflicting expectations, to the role of working toward mutually agreed upon purposes and goals. The intent of the program is to enable the counselor to make maximal use of his or her specialized skills and knowledge within a structure in which acceptance and support is built in. It is intended that the task oriented business of program development would become routinely established as a means to facilitate and enhance the essentially process orientation of the counselor.

CHAPTER V

SUMMARY, IMPLICATIONS AND RECOMMENDATIONS

Summary

This thesis began on the premise that the school counselor was experiencing difficulties caused by a diversity of expectations about what the counselor does, how effectively it is done, and about what the counselor should do. Criticisms, pressures and demands from all sides have put the counselor in the position of educational flotsam; pushed, pulled and tossed, by every current and tide. The purpose of the thesis was to find an anchor to hold the counselor in a position about which common expectations could be established. The anchor sought was "the guidance and counseling program" structured around identified needs and predefined goals and objectives.

The direction and emphasis of a guidance and counseling program can be highly variable. Approaches and models for classifying and categorizing guidance and counseling dimensions were described. Some dimensions of counselor functioning were also reviewed. Necessary elements of program development and structure were identified.

As context for program development, counselor status in Edmonton Public Schools was traced over a period of years. The dimensions of a guidance and counseling program were described. The overall aims of education in the school system and the relation of guidance and counseling to these were discussed. Pupil needs were examined from the perspectives of the human needs hierarchy, of developmental tasks, and of tasks that schools must accomplish. At the school level, program

development is dependent on assessing and ranking the relative importance of such needs within that school and its community.

Guidance and counseling were firmly based on the developmental characteristics of pupils. The intent of the program is to move guidance and counseling into the educational mainstream, requiring that major emphasis be placed on developmental and preventive, rather than remedial, approaches. The educational, as opposed to therapeutic, characteristics of guidance and counseling were stressed. Guidance and counseling were defined as separate but related approaches, underscoring the developmental-preventive/remedial distinction. The notion of problem was also restated in terms of obstacles to development rather than deficiencies or pathology in the individual, again as a means to stress the developmental, preventive and educational.

In order to extend counselor resources in the school and to ensure impact on all pupils, program emphasis was placed on the indirect, consultative mode of counselor functioning. Facilitating and enhancing others to carry out guidance and counseling functions is a major program characteristic.

The nature of program development is to fix on needs-based objectives, then to select from the universe of guidance and counseling contents, methods and techniques, those functions that can best accomplish the established objectives. This permits maximal flexibility for the counselor and others to work toward meeting pupil needs.

The role of the counselor is to develop, implement, and evaluate the guidance and counseling program in the school. This necessitates working with principal, teachers, and relevant others to determine needs, define objectives, select and carry out functions, and to evaluate the

program accomplishments. Description of the counselor's role beyond stating these universal duties, can be completed only in terms of the specific needs, objectives, and functions established in the school program. At the school level, the program will specify whether the counselor is counseling individuals or groups, is conducting parent training sessions, is testing youngsters with learning problems, or providing resource assistance to teachers on career simulation games. How well these things meet pupil needs, and whether the counselor should be doing these and not other things are also determined by the school program.

Common expectations can be established at both the system and the school levels. Guidance and counseling is to emphasize the developmental and preventive, although provision for remediation remains. Functions selected for the program should maximize outreach and the multiplier effect. The counselor's role is to develop and implement the program through consultation with school staff.

Implications and Recommendations

A crucial implication in this thesis is that the guidance and counseling program concept will work. An initial recommendation is that the major tenets of this thesis be tested. Questions such as the following need to be answered: Does the program concept generate common expectations about guidance and counseling and the role of the counselor? Does reduction in the diversity of expectations about guidance and counseling and counselor role result in more positive support for guidance and counseling? Does the counselor function with greater efficiency and effectiveness under a program framework? Can the program in fact reach all pupils?

The program is objectives-based in terms of pupil needs. This implies both that pupil needs can be sufficiently well assessed to support the program, and that objectives can be well enough formulated to provide clear purpose and direction for guidance and counseling. An additional set of questions needs to be answered: Do program planning and development require so much time and effort that they become ends in themselves at the expense of guidance and counseling activities? What criteria should be used to rate the relative importance of pupil needs? What are the best techniques for efficiently assessing pupil needs?

The operation of the program can generate many questions. Can the program concept operate in all circumstances, or are there minimum limits in terms of counselor time, counselor-pupil and -teacher ratios under which the program structure collapses? Can counselors who are essentially process oriented people maintain that orientation in a task-focused structure? What happens to the roles of other educators (teachers, principals, school psychologists and social workers, and others) when the counselor adopts the program structured role? If emphasis is placed on consultation and the developmental, preventive focus, what happens to those pupils with immediate problems and concerns?

Effective implementation of the guidance and counseling program depends upon counselor commitment to it, and upon their knowledge and skills in program development as well as guidance and counseling. There is implication here for in-service programs for counselors, administrators, and teachers with respect to the program concept, needs assessment, objectives setting, evaluation, time planning, and resource management. The recommendation is made that in-service program packages be developed to deal with the program development aspect of guidance and

counseling.

Pre-service education of counselors becomes a concern when the demands on counselor expertise implied in the program are considered. Knowledge of program development is a basic requirement. Increased consultative skills are called for; not only in program development, but also in the implementation of functions that are consistent with an indirect, developmental, preventive emphasis. The program would seem to call for a practitioner who is skilled in basic counseling techniques, but also who can function as a social scientist in the area of human development and helping relations. The implications for counselor education, for administrator education, and for teacher training programs are significant.

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